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# NATIONAL DEFENSE MIGRATION

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## HEARINGS

BEFORE THE

SELECT COMMITTEE INVESTIGATING

NATIONAL DEFENSE MIGRATION

HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

SECOND SESSION

PURSUANT TO

### **H. Res. 113**

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE  
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT  
AND POTENTIAL CONSEQUENCES OF THE  
MIGRATION CAUSED BY THE NATIONAL  
DEFENSE PROGRAM

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#### **PART 25**

#### **WASHINGTON HEARINGS**

JANUARY 13, 14, 15, 1942

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#### **TESTIMONY RELATING TO THE MAINTENANCE OF CIVILIAN MORALE**

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Printed for the use of the Select Committee Investigating  
National Defense Migration





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UNITED STATES  
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WASHINGTON : 1942

SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE  
MIGRATION

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# NATIONAL DEFENSE MIGRATION

TUESDAY, JANUARY 13, 1942

MORNING SESSION

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE INVESTIGATING  
NATIONAL DEFENSE MIGRATION,  
*Washington, D. C.*

The committee met, pursuant to call, at 10:00 a. m. in room 1301, New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present: John H. Tolan (California), chairman; John J. Sparkman (Alabama), Laurence F. Arnold (Illinois), and Carl T. Curtis (Nebraska).

Also present: Dr. Robert K. Lamb, staff director of the committee. The CHAIRMAN. The committee will please come to order.

## TESTIMONY OF JOHN RUSSELL YOUNG, COMMISSIONER OF THE DISTRICT OF COLUMBIA

The CHAIRMAN. Commissioner Young, I understand you have some gentlemen with you to whom you would probably like to defer some of the answers to our questions.

Mr. YOUNG. There is with me Colonel Bolles, Dr. Ballou, and Dr. Ruhland.

The CHAIRMAN. As these gentlemen are to be called subsequently, we will question you first.

Mr. YOUNG. All right sir.

The CHAIRMAN. At this point, we shall place in our record the statement you have prepared for this committee.

(The statement referred to appears below:)

## STATEMENT OF JOHN RUSSELL YOUNG, CHAIRMAN OF THE BOARD OF COMMISSIONERS, DISTRICT OF COLUMBIA, WASHINGTON, D. C.

As Chairman of the Board of Commissioners of the District of Columbia and as United States Coordinator of Civilian Defense for the National Capital of the United States, I should like to present for the records of your committee the problems in the general fields of health, welfare, education, and housing, which we are attempting to meet and which are of first importance to a nation at war.

Washington today is the nerve center of the democratic nations of the world, as one of my newspaper friends has put it. It is the home of the President and of the Congress of the United States. It is a beautiful city—a city of which we are justly proud—but it is faced today with problems which it cannot meet and which seriously affect the morale of many thousands of civilians who are performing the important task of directing the forces of our Nation at war, and which

affect to a lesser degree the morale of thousands of men in service located in posts near Washington, who come here for short holidays when on military leave.

The problems of the National Capital are the problems of the National Government. At the present time they are laid on the doorstep of the District of Columbia government, which government is unable because of lack of funds and because of lack of authority to move swiftly in an emergency, to deal adequately with them.

This city should be a model, not only in terms of beautiful parks, boulevards, buildings, and places of historical interest to which many thousands come annually on pilgrimage, but it should be a model which will stand the test if we go below the surface of the things the eye can readily see. It should fulfill, as the capital of the democratic nations of the world, all of the democratic principles which we hold so dear and for which we are now fighting.

Any lag here, any inefficiency here, will echo around the world. Any loss of morale here will affect the Nation. Performance of high character here, on the contrary, will set the tone for the performance of the Nation. Performance depends on morale and morale depends on satisfactory places to live, on good health, and on the wholesome and satisfying use of leisure time.

The government of the National Capital should demonstrate the concern of a democratic government and the ability of a democratic government to provide the normal pattern of living for a population which is working under the strain of a nation at war.

I should like to present briefly the general situation on health, welfare, education, and housing, which will be further expanded and presented in detail by the heads of the District departments dealing with these subjects, who will appear before your committee today.

1. *Education.*—One of the most pressing problems facing the public schools at the present time has been caused by the large defense-housing program being carried on in the northeast and southeast sections of the city. As a direct result of the increased population of these areas, certain school buildings are now overcrowded and, as a consequence, have been placed on a double shift.

In these areas the excess enrollment in the elementary and high school population is 2,200. Plans for new buildings to relieve this situation have been completed and appropriations have been made, or asked for, to handle the situation. If priorities for building materials are granted, and if all of the necessary funds are made available, the school problem can be handled.

The school situation in the District proper is not as serious as might be expected from the over-all population increase of 18 percent in the past 2 years, because of two factors: First, most of the newcomers to the District with families and many old District residents with families, have moved out into the suburbs in Virginia and Maryland; second, work permits for children have jumped from a total figure of 2,500 in former years to 8,000 in the summer of 1941, and that few of these children have returned to school, while formerly most of them resumed their education at the end of the summer.

We believe that the morale of newcomers to Washington will be seriously affected, unless adequate provision is made for the education of their children.

Dr. Ballou will give you further details on this subject.

2. *Health.*—We are keenly aware of the importance of maintaining and, if possible, improving the health status of the District of Columbia.

This problem becomes much more difficult in the face of a rapidly expanding population. The addition of 110,000 people to the population of the District in the last 20 months, or a percentage increase of 18, means simply that facilities should be increased to the same percentage to meet all the needs and should be increased in a much greater proportion to meet the continuing increase of population, with the greater health hazards which accompany an influx of persons from every part of the country who must live in crowded conditions which are not conducive to adequate health control.

Health, for the District, is important, not only because the District is the Nation's Capital in which are concentrated all of the important services of government, but, manifestly, what happens in the District because of inadequate health protection may readily affect the morale of the entire Nation, and that is a most serious prospect in the present emergency.

From the records of our local health department, it appears that progress, and in several instances very material progress, in the promotion of health and the conservation of life has been made. This is a matter for gratification.

However, we are also aware that because of the racial composition of the District's population, because of its housing problems, because of its hospital



bed needs, and most of all because of the understaffing of its public health services, the District is definitely in a vulnerable position as regards its health interests.

For years it appears the health services of the District have unfortunately not kept pace with the needs of the growing community, let alone those of a Nation's Capital. Budget requests for the development of the local health services have again and again been drastically cut. Against the accepted standard of \$2.50 per capita needed for the implementation of recognized public health activities—exclusive of hospital service—the local health service still is obliged to operate on a budget not half the standard.

In order to overcome this handicap, we have asked the health officer to prepare a supplementary budget to meet present deficiencies of the service. This has been done, and the Commissioners will present this deficiency budget to Congress and hope that there it may receive prompt and favorable consideration.

One of our major concerns is the high incidence of venereal disease and tuberculosis. For a city in its population range, the National Capital is almost at the top of the list.

Dr. Ruhland will give you further details on this subject.

3. *Welfare*.—Relief funds of the District of Columbia have been inadequate for years to provide allowances for sufficient food, clothing, and shelter. Because of the limitation of funds, an arbitrary regulation was adopted excluding from relief grants, even for temporary emergency periods, all families in which there was an employable person.

When the Work Projects Administration cut its quota for the National Capital in half in July 1941, the Commissioners recommended additional funds to meet the temporary needs of employable persons laid off Work Projects Administration rolls.

The Board of Commissioners, in its budget request to Congress for the fiscal year 1943, has also recommended the elimination of the so-called ceilings in relief allowances because of its findings that these ceilings operate to limit adequate relief to those most in need. If the elimination of the ceilings is approved, it will be possible to deal with families on the basis of actual need in each individual case.

Health, welfare, and housing are inseparable. Deficiencies in one affect both of the others. Poor health makes workers unemployable. Bad housing lowers morale. Insufficient funds to provide adequate food contributes to continuing poor health.

Juvenile and adult delinquency play their part. Juvenile delinquency, for example, increased 25 percent in the District of Columbia in 1941, as compared with 1940. Adult delinquency is on the increase.

The circle is a vicious one and requires an attack on all fronts to rehabilitate those members of our population who are "ill clad, ill fed, and ill housed."

Mr. Van Hyning will give you further information on this subject.

4. *Housing*.—As your committee knows, the housing shortage in the District is very serious, both from the point of view of its effect upon our war program and from that of the public health. Because of the overcrowding, an epidemic like that of the influenza in 1918 would find us nearly as defenseless as we were then. But this condition will be improved if the necessary funds are provided. Private enterprise is being asked to take as large a part of this task as it can. The remainder will fall upon public housing agencies, such as the Alley Dwelling Authority within the District, and other public housing agencies in the surrounding counties of Maryland and Virginia.

We recognized, over a year ago, that it would be difficult to house the large number of defense workers coming here. Consequently, as an emergency measure, the District of Columbia Council of Defense opened a Defense Housing Registry, which began operation in March 1940. Citizens and real estate interests cooperated in this movement and registrations of available rooms and apartments have been centralized in this registry. We have had from three to six thousand rooms listed for rent through this registry since its opening. It will move next week into new quarters directly across from the District Building, where, with expanded facilities, it will be able to give much better service.

However, there is, and will continue to be, a shortage of housing within the District for families with children, and particularly for those in the low-income group. Even though rooms are available in private homes to take care of a large proportion of the new population arriving daily who are single persons or small families, this type of housing will not be satisfactory for any extended period. Housing, which will be satisfactory, must be in terms of separate family units at a price within the budget of each individual family.

The shortage of overnight lodging facilities, particularly for boys serving in the Army, Navy, and Marines stationed in camps near Washington, is a situation which needs immediate correction. Reports have reached me that some of these boys have walked the streets of Washington for hours at night looking for a place to sleep and that some of them have been finally forced to spend the night sitting on a bench in Union Station.

Mr. Ihlder will give you further details on this subject:

There are two other points I should like to make: First, that recreational facilities for the hundred thousand and more people who have come to the District is an extremely important matter. Many of these newcomers are single men and women and the use of their leisure time in satisfying recreational activities is an important factor in their morale.

Likewise, the provision of recreational facilities for servicemen spending their evenings and week ends in the city is an important matter. Some progress is being made in these matters, but more money and more staff are needed to provide adequate facilities.

The local government cannot carry alone the load which has been thrust upon us and the load which will continue to be thrust upon it. It needs the aid of Congress with money and with machinery which will make it possible to get speedy action to solve these problems. The heads of the District Departments of Health, Welfare, and Education, who will appear following me, will present the specific needs in these fields.

Thank you for the opportunity of appearing before your committee and of telling you, as Members of Congress, the problems which I, as United States Coordinator of Civilian Defense for the National Capital, and as Chairman of the Board of Commissioners for the District of Columbia have been trying to solve. We will do all in our power to solve them, but we need your help.

#### TESTIMONY OF JOHN RUSSELL YOUNG—Resumed

The CHAIRMAN. Mr. Young, we appreciate your coming here this morning. Probably the thought occurs to many of you as to just why this Committee on Defense Migration should interest itself in the civilian morale of the people of the District of Columbia.

Approximately 2 years ago this committee was created by Congress—a select committee of the House of Representatives—for the investigation of the migration of destitute citizens between States. We held many hearings over the country and we made our report to Congress last April. They then continued our committee as the Select Committee on Defense Migration.

We found that the migration of destitute citizens, Commissioner, is caused by many factors. There are worn-out soil, mechanization, ill-health, and kindred things. There is no single solution, but that is the general picture. People go and come more or less on account of economic security.

In the investigation of defense migration, we have held hearings in different parts of the United States. There again we are concerned with the migration between States and especially this tremendous migration on account of defense program, so we have been to San Diego, Hartford, Trenton, Baltimore, Detroit, and now back to Washington.

#### DEFENSE AREA NO. 1

This committee feels that we need to know more about the civilian morale of the District of Columbia, because it is the No. 1 defense center of the United States. People have left their home States and come to Washington, with jobs already secured or looking for jobs. This, too, is migration, defense migration, and our hearings are held so we can learn about this, too, because after this war is

over, of course, there will be whirlpools of unsettled persons in Washington as well as in other defense centers of the United States. People are migratory here. That is why we think we fit into the picture.

You cannot separate civilian morale from Army and Navy morale, so we must consider such things as health and education and the other factors.

Probably you are more cognizant of these figures than I am, but we have figures here showing that the population of the metropolitan area of Washington, D. C., increased from 621,059 in 1930 to 907,816 in 1940, according to the Census Bureau figures. That is an increase of 46 percent.

The Washington Evening Star estimated the population of the metropolitan area to be 1,058,816 in December 1941. This is an increase of 16.6 percent since the census was taken in 1940, and an increase of 70 percent since 1930.

That is why we are very much concerned about the city of Washington, District of Columbia, because we are taking Washington for this hearing as a symbol city. If the heart of the Nation and the city of Washington can be run efficiently and well during the war, it will be very helpful to the other cities of the country.

That statement will explain the functions of this committee and the reason for these hearings.

Now, for the purposes of the record, Mr. Young, you are responsible, of course, for presenting to Congress the estimates of the cost of services of the District government.

Can you give the committee a brief summary of how this data relating to the District budgets are assembled? I don't want all the figures, but you can just give me the mechanics.

Mr. YOUNG. You are asking for the District's own budget—not that in connection with the wartime emergency?

The CHAIRMAN. That is right.

Mr. YOUNG. We first have to estimate what our revenues for the following year will be. Then we call in the head of each department in the District, every agency. They have been first notified to prepare an estimate of the needs of their particular department.

#### BUDGET PROCEDURES

The CHAIRMAN. In brief, what are those agencies?

Mr. YOUNG. We will start with the schools, and then health welfare, possibly, and then we get down to engineering, highways, markets, and every agency in the government.

But our biggest ones are set up as schools, fire, health. They come before the Board of Commissioners and we have them justify what they are asking for. After we have had these hearings, which last some weeks, we go over it and cut it down somewhat in the same fashion the Appropriations Committee of the House or Senate would do.

We try to make it fit with the estimated income. When we have to make a large cut in any particular item, we always send for that department head to come back before the Commissioners and tell him that we can allow so much and no more.

We say, "You know more about your particular department than we do. You state your priorities and if we have to cut, where shall we cut?"

We don't try to slap on a cut when a man is more familiar with his department than we are, but we have to balance our budget in the District. That is a requirement of the law.

And then we take that and submit it to the Budget Bureau. Under the new arrangement, in effect the last year, the Budget Bureau only concerns itself, principally and primarily, with the estimates that they are interested in. They O. K. the Budget and then it is sent to Congress and later on we have hearings before the subcommittees.

The CHAIRMAN. Then, when you present it to Congress you start in to pray. Is that the idea?

Mr. YOUNG. We more than pray. We pray and we do everything else. We might do a little knocking.

But knowing those things, I think Congress is doing fine. They realize we have a tremendous problem here and you have explained it beautifully, Mr. Chairman. I think people are now beginning to understand that the capital of the Nation is entirely different from any other municipality, and I think if we come to Congress this year with our budget good and clean, they will understand our problem.

The CHAIRMAN. Nothing that has been said here, nor any questions that may be asked by this committee should be taken to mean that we have not the deepest respect for the Senate District Committee, as well as the House District Committee. We think they are doing a splendid job. We are just trying to get the picture of the problems that Washington faces because of the war.

In view of the increased demands for community service which will continue to arise as a result of the migration of many new workers to Washington because of the war, do you consider the District has been adequately provided for in the current budget?

Mr. YOUNG. No; I don't think so. I say that honestly because I may be a party to it.

The CHAIRMAN. In an editorial on January 9, the Washington Post expressed disappointment that the local budget makes little headway in solving the District's problem. The editorial states:

(Reading:)

#### DISTRICT BUDGET

Some of Washington's problems growing out of the war would be met through the 1943 budget submitted to Congress, but many long-standing deficiencies in the city's municipal service continue to be ignored. The Commissioners and the Budget Bureau have taken the war emergency into account, yet there seems to be no general appreciation of the fact that the city is undergoing probably the most rapid growth of its history.

In the case of the highway fund the budget submitted gives a very inaccurate picture of what expenditures for the coming fiscal year are likely to be. Congress increased the gasoline tax after the Highway Department's estimates had been submitted to the Commissioners. Undoubtedly requests for inclusion of other projects in the budget, notably the proposed South Capitol Street Bridge, will be forthcoming.

The allowance of funds for additional water facilities and for 95 new policemen will enable the city to meet imperative wartime demands. In both cases the question to be asked is whether these estimates prepared for the most part before the United States entered the war are now adequate. The increased allowance for maintenance of the Home for the Aged and Infirm is not directly related to the war. But this item and the preparation of plans for a new home are certainly necessary to the preservation of civilian morale in the Capital City. Even war should not unduly delay the elimination of institutions that are a disgrace to American civilization.

With the elimination of 20 proposed buildings and 10 site purchases, the schools would appear to be hard hit by the local budget. No doubt this action will pinch the school system in the future. At present, however, interest is centered in completion of several desperately needed buildings now under way. Funds for this work and the erection of a new junior high school for Negroes were included in the budget. At the moment the Board of Education is worrying chiefly about obtaining materials for these schools designed to take care of warworkers' children.

The most disappointing fact about the local budget is that it contemplates little headway in solving many of the problems that are bringing Washington into the limelight as a wart on the nose of democracy. Public-health nurses are urgently needed. The Health Department modestly asked for 20 additional nurses, 2 supervisors, and 6 clerks. Funds included in the budget would provide 6 nurses and 1 clerk. Ten physicians to help combat syphilis were asked, and 4 were allowed. If this recommendation stands, venereal-disease clinics will again operate on a part-time basis, even though syphilis, the foe of soldiers, runs riot in the Nation's Capital. The additional inspectors allowed would likewise be entirely inadequate to keep Washington's slums in habitable condition in this acute emergency. Dr. Ruhland's request for mental-hygiene and cancer-control programs, recommended by the United States Public Health Service 4 years ago, was once more entirely eliminated.

This is no time for neglect as usual in meeting the requirements of the Nation's Capital. In the United States, Washington is defense area No. 1. It must be fit to function as the country's nerve center in this great struggle, just as soldiers must be fit for combat at the front. Congress has good reason to take a more comprehensive view of the Capital's needs than it has ever done before.

Would you say this accurately evaluates the dimensions of some of the problems now facing the District?

Mr. YOUNG. I failed to say at the beginning that our budget calculations were made last summer, started last summer, and much has happened since then.

Along the lines of the editorial, we realize we need more, of course, but since the preparation of the budget we have begun the preparation of a deficiency appropriation and a supplement.

Dr. Ruhland is here and can answer your question with exact figures, but I think we are going pretty far in helping in that problem about which you have read in the editorial.

The CHAIRMAN. Since, in addition to your responsibilities as Commissioner, you have now been given responsibility as the head of the local civilian defense, the committee would like to obtain information relating to measures currently under way to provide for the protection of the civilian population of the District area. For example, we should like information in regard to the financial provisions for protection of the civilians in Washington. How much money has so far been appropriated by Congress, if you know?

#### NO APPROPRIATION FOR CIVILIAN PROTECTION

Mr. YOUNG. It may sound a little critical but I don't mean it that way. Actually they have not appropriated anything. We are in on the so-called Lanham bill for about \$2,400,000 and that is confined almost entirely to the extension of water mains and sewers to these defense projects over in Bolling Field and Anacostia.

The CHAIRMAN. You have reference to the \$100,000,000 for civilian requirements?

Mr. YOUNG. Yes, sir; and we originally had in a very modest estimate, principally for fire fighting, for only about \$300,000, and in our first hearing they thought it was too small and suggested it be brought to the maximum. That was not hard to do.

That is to provide these auxiliary water systems. In case the water system should break down, we will build, in these parks and circles, systems under the ground, and then we shall have mobile water tanks. If the water supply gives out in any part of the city we can move the tanks very quickly. We also asked for 100,000 feet of hose and nozzles for fire fighting. In a third hearing they suggested that we should cut it down about \$700,000 or \$800,000.

My impression now is that we have no hope of getting any of it. They seem to think that we should go along like other municipalities. In my arguments I tried to raise the point that we are different from ordinary municipalities. You were right in saying that this is the National Capital and is virtually going to be the Capital of the world in certain respects.

We did what we called our "blank-out," which gives the Commissioners authority to borrow \$1,000,000 from the United States Treasury. Now, that \$1,000,000 we have in our hands right now. Anyhow, we are spending it.

#### CANNOT USE DISTRICT FUNDS FOR DEFENSE

In our defense plans—and I will say that we are in very good shape, we are very proud of that—but in this long period that we have been working on these plans we have not had one penny and we cannot use the District of Columbia funds for this purpose. In other words, you cannot levy District taxes for it.

The CHAIRMAN. Why?

Mr. YOUNG. Because the District funds have been appropriated by Congress for certain purposes.

The CHAIRMAN. I wanted to get that in the record.

Mr. YOUNG. Yes, sir.

The War Department loaned us Colonel Bolles, and they paid his salary. We dug him up an office and some second-hand furniture and borrowed clerks from one office or another. He went along for weeks, getting his foundation work started, and he did a splendid job. He has had incidental expenses which were met, but not with District money, and his office grew and grew.

#### REGISTRATION OF CIVILIAN WORKERS

Since the attack on Pearl Harbor, it is probably the busiest office in the District. It has five rooms. We have registered over 40,000 people there and I don't know how many more there will be. There are 18,000 air wardens and there will be 1,000 firemen and there will be police, besides the other workers.

The Chairman. Mr. Commissioner, has there been a request for money for air-raid shelters?

Mr. YOUNG. That, Mr. Chairman, is being handled in another way, I think by the Federal Government.

We have been informed, I might say, that they are going to do that, but we are right now engaged in doing the planning for the type of shelters we particularly need, picking out the sites and so forth. That is going to cost us some money. I turned that over to our Engineer Commissioner and he is now collecting engineers. We will make that survey and I feel pretty sure that will cost \$40,000 or

\$50,000, even though the Federal Government does the building of the shelters.

The CHAIRMAN. Some of the other Congressmen probably want to ask you some questions.

Mr. CURTIS. Perhaps you might want to refer this question to Colonel Bolles, but I will ask it anyway. Where does the work of the civilian defense leave off and the military responsibility begin?

Mr. YOUNG. I might answer that, Mr. Congressman, by saying, and Colonel Bolles may correct me if I am wrong, that my impression is that the military is interested in the defense of Washington only from a combat standpoint. In other words, they are interested only in a physical engagement and not the defense of civilians.

Mr. CURTIS. On the other hand, civilian defense is not charged with antiaircraft protection and that sort of thing?

Mr. YOUNG. I think not, sir.

#### AIR-RAID SHELTERS

Mr. CURTIS. In reference to your plans for air-raid shelters, do you plan to make these sufficiently permanent and of a quality that can be used to relieve the housing situation, as well as being air-raid shelters?

Mr. YOUNG. That is just being planned now. They are collecting this group of engineers to work it out. That is being considered; yes, sir.

Mr. CURTIS. Commissioner, of course the dual form of government here, especially during this war effort, is a tremendous handicap, isn't it? That is, the District of Columbia which I am directly speaking of now, is more or less voiceless and totally voteless. Isn't that right?

Mr. YOUNG. It is right; yes sir. You are putting it very mildly, Mr. Congressman.

Mr. CURTIS. There are probably a million people in the District of Columbia. There is nothing comparable to it in the entire world, is there? In other words, before you can act, you have got to contact—probably not contact, but at least appeal to 96 Senators and 435 Representatives.

Mr. YOUNG. That is right.

Mr. CURTIS. And you think with that handicap you are doing a pretty good job under the circumstances?

Mr. YOUNG. We hope so, anyhow.

The CHAIRMAN. Is there anything else?

#### INFLUX OF WORKERS

Dr. LAMB. Mr. Young, you may have seen an editorial in yesterday's Washington Daily News saying that 125,000 more people were expected to come into the District during the next year. Have you any figures to indicate whether this estimate is in any way correct?

Mr. YOUNG. Well, only the basis on which they are coming in now. I forget what it is now.

A few weeks ago we were figuring I think 300 a day. Those were employees of the Government. That is not an extravagant figure.

I think, by the way, Mr. Curtis, that the figures you gave were not exaggerated at all on our present population.

Dr. LAMB. What arrangements exist within, for example, the Civil Service Commission or the Federal Government for letting you know the numbers expected before they arrive? Is there any machinery for informing you of an expected influx?

Mr. YOUNG. I don't think so.

Dr. LAMB. How is it possible for the District government to plan ahead under the circumstances? It would seem you are in rather a difficult position if you are not kept informed and if, in addition to that, it takes such a long time for the machinery—the preparation of the budget and passage of the budget—for this new influx to be worked out.

Mr. YOUNG. Well, we have been rather fortunate in having several agencies. Take, for instance, the Washington Board of Trade as a separate organization. They have been very active and they have been collecting those figures on the housing situation. Then the Alley Dwelling Authority and our welfare people collect figures, so we have what you might call an unofficial guess, where we get a little of everything.

Dr. LAMB. I have reference more to the problem of anticipating and taking the proper steps to eliminate a situation which will arise. It might seem as if the District, because of the machinery which you have described, was always bound to be a step behind rather than a step ahead in such planning, and it is difficult to speed up the machinery to take care of this because of the layers of responsibility and authority in the midst of which you find yourself.

Mr. YOUNG. We had those figures last summer and we first turned our attention particularly to the schools and we found out that we would need more schools. Unfortunately, since then, with the priorities on some of the materials, we had to stop building. The same with other buildings, public libraries and so forth.

Dr. LAMB. The Budget did try to help you with an anticipated increase over and above what was then existing and causing the existing difficulties?

Mr. YOUNG. Yes. I am sorry I didn't make that plain.

Dr. LAMB. And insofar as that can be foreseen some 6 months or a year in advance, it can be taken care of, but with certain sudden increases such as the one now anticipated, the machinery cannot be expected to move rapidly enough to take up the slack. Is that right?

Mr. YOUNG. That is right.

The CHAIRMAN. We are very grateful for your appearance here this morning, Commissioner. We have other representatives of the District here to give us further details. We wanted to get a general picture from you.

Mr. YOUNG. Mr. Chairman, I have prepared here a statement in which I have briefly discussed each of these departments, but I think you can do as well by questioning those heads yourself.

The CHAIRMAN. You had better leave it with the reporter. There may be material we will want and if, as a result of this hearing this morning, there is anything further that you would like us to know, we will keep the record open for the next 10 days and we will incorporate any further statement you may make.

Mr. YOUNG. I would like to amplify the very thing you put your finger on at the opening, that we have a tremendous problem, that



we are expected to do something big and have very little to do it with. You mentioned that yourself and you can't emphasize it too strongly. We have our problem; we must have something to meet it with.

The CHAIRMAN. This committee appreciates that, Commissioner. We thank you very much for appearing here. Colonel Bolles is our next witness. Congressman Arnold will interrogate the colonel.

#### TESTIMONY OF COL. LEMUEL BOLLES, DIRECTOR OF CIVILIAN DEFENSE, DISTRICT OF COLUMBIA

Mr. ARNOLD. Colonel, the committee would like to have you summarize the manner in which Washington's civilian population has been mobilized to meet emergency situations. The committee believes the physical structure of civilian defense, if summarized in this fashion, would be very helpful and then we can proceed with other questions.

Colonel BOLLES. Very good, sir.

Washington is a part of the metropolitan area, civilian defense, District of Columbia. That includes the District proper and the suburban area in Virginia, which is included in the outside boundaries of the counties of Fairfax and includes the city of Alexandria and the county of Arlington; also an area on the north side, roughly at a point 15 miles outside the District boundary, including Rockville, Laurel, and Upper Marlboro. Those areas constitute the metropolitan area. Roughly, 700,000 of the population is within the District and the remainder of three hundred thousand-odd are in the suburbs.

#### CIVILIAN DEFENSE ORGANIZATION

The plan of organization adopted by Commissioner Young in his capacity as Coordinator follows almost exactly the plan of coordination established by the Office of Civilian Defense. The plan is very simple and excellently done. It divides the problem of civilian defense into two phases, that which is called the protective service and that which is termed voluntary participation, the latter covering health, welfare, recreation, and so forth, and the first being related to a protective organization entitled "Citizens Defense Corps," that includes health service, fire service, police service and air-raid wardens, medical, public works, and utilities.

In addition, there is a communications center, a transportation service, and a volunteer office for the procurement of volunteers.

Now, the fire service consists of the regular department, plus the auxiliary fire volunteers to a number of, roughly, five times the uniformed force, and the rescue squads.

The Police Department consists of the uniformed force of approximately five times the number of auxiliary volunteers and certain special groups, such as bomb squads, and so forth.

Air raid warden service is entirely unique in the municipal set-up. We have nothing comparable to it in the ordinary city, and at the present time there are about 22,000 air-raid wardens in the District of Columbia.

## AIR-RAID WARDEN GROUPS

The city is divided into air-raid warden groups, and then further subdivided into zones. The basic organization is a warden sector which is a unit of approximately 500 people or a city block. The sector is the proper place for the warden's post, which consists of a senior warden and 4 or more assistants, a group of 10 fire watchers and a group of 9 messengers. The emergency medical service corresponds roughly to a medical corps in the armed organizations.

Base hospitals from which teams go out are broken into squads until they reach the theater of operation. In the District of Columbia there are approximately 82 casualty clearing stations. They break down into three times that number of first-aid stations and between the first-aid stations and the theater of operations there are detachments of litter bearers.

We come next to the public works, and the term, I think, is self-explanatory. That includes the highways, sewers, water, and public utilities. That service is rather well organized. The public utilities work encompasses the regulation of all public utilities.

There are special squads in each of these services. In the public works, there is the decontamination squad to protect from gas, and demolition squads to remove buildings and structures that become a menace. The utilities service contemplates the coordination of all public utilities of every type.

Following that the transportation service coordinates all types of transportation needed, such as ambulance, motor pools, and so forth. The city of Washington probably has the finest set of communications in the country. We have three separate sets of communications, any two of which can go out and the remaining lines will still function.

We receive our information as to air raids and black-outs from our interceptor command station in Baltimore, and we are responsible for transmitting those warnings to this entire area. The subcontrol centers are established and have functioned. They are constantly being tested. That, in brief, is the picture of the set-up. I have refrained from giving figures because they are included as a part of the air-raid warden's service.

## EMERGENCY FEEDING SERVICE

There is established an emergency feeding service intended to provide for the emergency existing from the time of the disaster until the better established agencies are prepared to take care of the people. We have no facilities to set up mobile units or anything of that sort.

In order to overcome that, we started establishing small emergency feeding units of about 20 women and stocked each of them with coffee, soup, and crackers sufficient for 500 people, setting them up on the basis of every 10,000 population. When they are perfected it will be impossible to be more than 15 or 20 minutes away from one of these emergency feeding stations no matter where a disaster occurs, and that will, of course, overcome the problem of not having mobile kitchens. We are spotting them around in as widespread an area as possible.

Then, on the other side, for the housing, we are planning to use the old American neighborhood idea that when a person is in trouble his neighbor will take him in. So the undamaged areas around the

point where the disaster occurs will absorb these people temporarily and give them shelter for the first 12 hours or even 1 or 2 nights. That eliminates the immediate danger of panic and suffering until the better organized agencies are able to function. This is the first phase in housing and feeding. The second phase is being studied and that requires a more elaborate organization such as food, cots, blankets, and so forth. But this is purely emergency.

Now, the housing plan is roughly 60 percent complete and we have about 60 of the feeding units already established and we need more.

Mr. ARNOLD. You are set up according to the plan of the Office of Civilian Defense?

Colonel BOLLES. Yes, sir.

Mr. ARNOLD. To whom do you report the progress you have made?

Colonel BOLLES. My immediate superior, of course, is Mr. Young, the United States Coordinator, for whom I act.

The city of Washington and the metropolitan area is a part of the third defense region. The country, for civilian defense purposes, is divided into nine defense regions which correspond to the nine corps areas of the United States Army. The headquarters of the third defense region is in Baltimore and that is our immediate superior office in the civilian defense set-up.

We get our instructions direct from there and they regard this metropolitan area as a fourth State—Maryland, Virginia, Pennsylvania, and the District of Columbia. They regard us in all respects as a fourth State, and Mr. Young as governor of that fourth State, so far as relationships go.

#### AIR-RAID ALARMS

Mr. ARNOLD. In your opinion, Colonel Bolles, will the warning devices be adequate in future air raid alarms?

Colonel BOLLES. To what do you refer exactly?

Mr. ARNOLD. To the warning devices or sirens.

Colonel BOLLES. Sirens are not adequate at the present time, sir. The plans that have been developed contemplate the installation of a large number of these sirens. They have not been installed yet to such a degree that I can speak with any authority on that.

Mr. ARNOLD. You mean in the matter of sufficient sirens?

Colonel BOLLES. The installation of sirens has been studied by the Engineer Commissioner in close collaboration with the communications service.

Mr. ARNOLD. What is your opinion with regard to the sufficiency of the sirens and alarms?

Colonel BOLLES. I am not highly impressed by it, sir. That is my individual opinion. I have not been called upon to deal with it.

Mr. ARNOLD. Have you made surveys as to the adequacy of hospital space and the number of doctors and nurses and fire and police forces and water facilities?

#### EMERGENCY MEDICAL SERVICE

Colonel BOLLES. A very careful survey of the medical requirements and facilities available has been made by Dr. John A. Reed, chief of the emergency medical services, and I am speaking now only of the

element of protective service. I am not prepared to discuss the hospital facilities of the District of Columbia because I am not informed of that, but the emergency medical service has been set up, using the plans and the units of population recommended by the Office of Civilian Defense. We are set up exactly on that basis and with the exception of the squads of litter bearers, that service is complete.

Requisitions for the necessary medical supplies have been placed and I understand will be filled. The personnel is complete and it is trained personnel. They have already been tested out several times.

They do have emergency facilities in the several hospitals here, created by utilizing all available space such as dining rooms and halls. They would equip them with cots and put into effect the plan of evacuating permanent patients who are not of an emergency character. We have been assured by Dr. Reed that any reasonable emergency can be met without any undue breaking down.

Now, don't misunderstand me. Our emergency medical service is not perfect and a great deal of training has yet to be done, but the basic structure, with the exception of litter bearers, has been set up and the yardstick was the plan set up by the Office of Civilian Defense, which has made a careful study of all of it. We will use the units of population set out by the Office of Civilian Defense to determine the number of those things we should have.

Mr. ARNOLD. And even though for many years the District has had inadequate services in most of these facilities, you still think the emergency set-up would be adequate?

Colonel BOLLES. I wouldn't say it would be adequate.

Mr. ARNOLD. I mean, will it function in as good a manner as possible?

Colonel BOLLES. Purely for the emergency situation, sir. We would get many who are hurt and injured, give them prompt treatment and evacuate them at once to some point where they could get better care. Now, there is set up in these services a feeding system supplied by the Red Cross. There will be 82 of these casualty stations and at each station there is a unit for the feeding of patients. The unit consists of five women and there are three shifts. Their problem is to take care of all feeding of those who have visible injuries and have been taken in by the emergency medical service.

The emergency feeding units of the warden service are intended to give immediate feeding to that other and larger proportion of the people who have been in the area of the disaster, to prevent shock and avoid panic and get them away from the scene of the trouble and back to normal as rapidly as possible.

Mr. ARNOLD. The committee has noted that generous space has been given in the Washington newspapers to the activities of civilian defense. Do you think the response of the people has been satisfactory thus far to the requests made by your organization?

#### PUBLIC RESPONSE

Colonel BOLLES. I am of the opinion that we have in the city of Washington and the metropolitan area as fine a body of American citizens—and possibly on a little higher general level—as any other city in the world. The response to the problem has been perfectly splendid. The same is true of the press service and the radio service.

Not a single request that I have made definitely to any agency in Washington, or to any group of citizens, has not been complied with nor have they failed to do their best to help. As Commissioner Young said, for about 3 months I operated without one dollar of financial assistance.

Mr. ARNOLD. Has any attention been given by your organization to the British experience with regard to all these matters we have been discussing?

Colonel BOLLES. The way this civilian defense is set up is this: All that material had been collected by the Office of Civilian Defense and has been subjected to a great deal of research and study by men whom I regard as very, very able.

I am deeply impressed with the planning and types of instruction that have been issued for the civilian defense by these men. I am impressed by their general excellence.

Mr. Young told me that as soon as we had their studies and plans available, to act upon them. They have had not only the British, but all other experiences available, carefully studied them, and brought out plans applicable to an American community.

Speaking for ourselves alone, we have not attempted any independent study of sources of information separate and apart from what I get from that office. We have had two members of our foreign police departments at the Edgewood School. That is handled by the Chemical Warfare Service, War Department, and also the F. B. I. conducts schools. We have had a large number of fine policemen graduated therefrom, and we have conducted schools here in the control of incendiary bombs, gas defense, and various subjects of that character. I think we have a most excellent school. We have sent several thousand men through it. It is conducted by the fire and police departments.

Chief Porter of the D. C. fire department loaned us Chief Murphy, who has conducted a very excellent school, and those attending these schools have information on incendiary bombs and gas defense, and so forth.

Mr. ARNOLD. Then you think with the study made by the Office of Civilian Defense and their instructions to the various cities in the country, that we might avoid the mistakes made earlier in England?

Colonel BOLLES. I do, sir.

#### OPINION ON EVACUATION

Mr. ARNOLD. What is your opinion of the question of evacuating large centers of population in the event of heavy and prolonged air attacks? Do you believe that should be done?

Colonel BOLLES. I might just express a personal opinion, sir. I don't believe in evacuating people unless you are under a completely destructive fire. I would advise the people to stay and take care of themselves to the best of their ability. I don't mean to say you should keep a group of civilians under completely destructive fire. Having a completely destructive fire is not within my contemplation at the present.

Mr. ARNOLD. Nor a prolonged attack?

Colonel BOLLES. No, sir.

Mr. ARNOLD. I am sure you would agree that in a total war it is necessary that the whole population be engaged in some job, total war

can be won only by applying total resources to a war program. Has your organization contacted all of the citizens' organizations in the District and integrated them into your defense plans?

PROTECTIVE SERVICE OF PRIMARY IMPORTANCE

Colonel BOLLES. A good deal of progress has been made. As far as the relationship between the protective division and the group you speak of, I have gone on the assumption that until we have perfected our protective service the other matter was of secondary importance, because if your protective services fail, you may not have an opportunity of determining what might be done in the other field.

If the protective services were completed, and having an adequate amount of time and facilities to do that properly—and they are not complete yet—then I would devote time and attention to the other phases. Frankly, I have not devoted a great deal of attention to other phases of it.

The integration you speak of was started about a month or 6 weeks ago, when the Commission appointed Mr. Van Hyning to coordinate and develop those activities, but up to that time we were so terrifically busy trying to get our wardens and policemen going that there were not enough hours of the day to do anything else.

Mr. ARNOLD. I think the committee realizes that and we know you have done a splendid job with the limited means at your disposal.

Don't you think the work of your organization should provide for a close liaison at all times with regard to the officials directly charged with the administration of services such as health, welfare, and housing?

Colonel BOLLES. It does, sir. And it is highly important.

Now, may I amplify my reply to your preceding question? There is no doubt in my mind that there is tremendous importance in all those phases which are referred to as nonprotective. They are calculated to keep the morale of the people sound, and that is highly important. They deserve the fullest development, and there is a close liaison provided in the structure of civilian defense for all of those agencies, one with the other.

Mr. ARNOLD. That is all I have.

Mr. CURTIS. Isn't it true that one of the big tasks in civilian defense is the matter of discipline, so we won't hurt each other in our attempts to protect ourselves?

Colonel BOLLES. Quite so, sir, and without any reflection upon the people of Washington, because they are simply a segment of the entire country. For 3 months prior to Pearl Harbor very vigorous effort was made to get them set up for this situation while there was time. Immediately after Pearl Harbor the need for all of it arose.

TRAINING REQUIRED

We have a million people who have to learn a lot of things for themselves. The population must be informed. Each man and each woman must know what to do. That is a terrific task for us and we have also the task of getting specialized instruction to seven or eight groups of enrolled units running altogether in excess of 30,000 people, men and women, and rapidly approaching much higher figures.

There just aren't instructors enough to do it, and the sudden arrival of the emergency produced far less confusion than I had anticipated.

Mr. CURTIS. Has not the experience been that a great number of serious injuries and deaths result from traffic accidents and other factors, rather than the direct hits of bombs?

Colonel BOLLES. Far more, sir; that is quite true. The only way to prevent it is first, by the civilian group properly exercising their own initiative at every opportunity to acquire information and to accept responsibility for their own conduct in their own homes, and second, by training those in the fire and police and warden service and coordinating all that activity in such manner that they can control traffic, guard people, guide them, and take care of them.

#### AIR-RAID PRACTICE

A black-out at night would be a very bad thing until the population is fairly familiar with what is expected of them. You would then have a trained warden service and a trained auxiliary police service that can handle traffic, a trained fire department and other special facilities able to run about in the dark without running over people.

Mr. CURTIS. Would it be wise, for instance, in regard to an air raid signal, for the people to know whether it was a mere practice or drill and whether it was an actual air raid?

Colonel BOLLES. Very important, and Mr. Young has specifically required here that no trials be undertaken without adequate advance notice to the people.

The first interceptor command, which extends all up and down the Atlantic, controls the use of air-raid signals. The two tests we have had, one in daylight and one in the night, had to be cleared with the Army in advance. There is no possibility now of having a test black-out without adequate public warning. If there is no public warning in advance, it is the real thing.

Mr. CURTIS. I think that matter should be publicized in the community. I have in mind a family where there are perhaps several children of very tender age. If it is a mere drill, there is nothing contributed to the defense of the country by waking them up and taking them to a basement or an air-raid shelter room, but that is what would be done if it was the real thing.

Colonel BOLLES. That is true, sir. I believe that every householder and every business organization and every type of establishment should go through the motions exactly as would be done in an actual raid. It is easier to learn those things in practice than it is with somebody shooting at you. The system of training here has been adequately publicized in advance and, while a great many people apparently don't read the papers, our previous tests have been in the newspapers 2 or 3 days in advance and in every issue. There will be advance notice of every subsequent test that will be held here, sir.

Mr. CURTIS. A great deal of that matter of discipline is up to the people and cannot be brought about by appropriations of Congress or anything else. We cannot provide a policeman for each civilian.

Colonel BOLLES. We cannot do it, sir. Here is a case where an individual citizen, whether he likes it or not, has to look out for himself and has to use his own ingenuity and be on the alert to gather and absorb information and use it. There just isn't money enough avail-

able to take a million people by the hand and give them this stuff in detail, if they are not doing it themselves. We have emphasized that this must start from the roots and be of the people.

Commissioner Young, too, has emphasized that because if it is not that way it won't work. The people are going to take the brunt of it anyway, and unless they are aware of that fact themselves they will suffer for it. If they are awake even a poor plan will operate. That is one reason why initial programs seem slow and confusing, but in the end it is a stronger basis than if laid down by a vast army of experts from above. People have to do it themselves.

The whole superstructure is unimportant when the thing is done by the squads of air-raid wardens and individual firemen and policemen who are on the ground. All this superstructure is for the purpose of training an organization in advance. If it is not well done, the people will suffer and anything that has been neglected cannot be done after the thing hits.

The CHAIRMAN. Is there any city in the United States comparable in size to the metropolitan area of Washington that has a siren that could be heard by all the people in that locality?

Colonel BOLLES. Over the entire area; sir?

The CHAIRMAN. Yes.

Colonel BOLLES. I am utterly unable to answer that question. I do not know, sir.

The CHAIRMAN. Now, we do get our information or warning through the radio. Of course, thousands of people in Washington don't have radios.

Colonel BOLLES. May I make an explanation? I personally have not followed the sirens or the warning devices. That has not been my responsibility. I have not attempted to dodge anything but I have been so extremely busy with things that were my business that I have not gone into those other areas which were not mine.

The CHAIRMAN. Thank you very much, Colonel. We have several more witnesses and want to finish by noon.

#### TESTIMONY OF DR. GEORGE C. RUHLAND, HEALTH OFFICER, DISTRICT OF COLUMBIA

The CHAIRMAN. For the benefit of the record, will you state your name and your official capacity, Doctor?

Dr. RUHLAND. George C. Ruhland, health officer, District of Columbia.

The CHAIRMAN. Dr. Ruhland, you were before us last year and gave us a very fine statement at that time. The purpose of this appearance and of the statement you have been asked to make is to bring that statement up to date.

(The statement mentioned is as follows:)

#### STATEMENT BY DR. GEORGE C. RUHLAND, HEALTH OFFICER OF THE DISTRICT OF COLUMBIA

*Contents:* Population. Health services: Public health nursing, tuberculosis, vital statistics, laboratories, dental, maternal and child welfare. Sanitary services. Health trends. Health Department personnel. Hospital facilities. Hospital needs. Clinic facilities. Illness among Government and industrial employees.



## POPULATION

## District of Columbia:

1930.....	486, 869
1940.....	663, 091
Present estimate, October 1941.....	<sup>1</sup> 770, 000

<sup>1</sup> This estimate was made by the Washington Board of Trade and was based on the number of building permits issued, the occupancy of dwelling units, employment statistics, and other related data. (See table below.)

Items	September 1941	Percent increase over September 1940	Percent increase over September 1939
Federal employees.....	198, 371	38. 5	50. 4
Others gainfully employed.....	217, 629	6. 75	13. 3
Family-unit permits.....	891	20. 1	126. 1
Job seekers (employment centers).....	19, 456	-26. 7	-45. 4

## HEALTH SERVICES

The increased demands for health services in the District of Columbia are strikingly shown in the following tabulation of services offered during the calendar years 1937-40, inclusive:

*Growth of health services, 1937-40*

	1937	1940	Percentage increase
<b>Tuberculosis:</b>			
Number of new cases admitted to clinics.....	5, 992	9, 144	52. 6
Number of patient visits to clinics.....	20, 054	33, 799	68. 5
Number of X-rays taken.....	7, 025	15, 546	121. 3
<b>Veneral diseases:</b>			
Number of patients admitted to clinics.....	7, 279	10, 893	49. 6
Number of patient visits to clinics.....	106, 582	129, 382	21. 4
Number of treatments for syphilis.....	56, 727	74, 190	30. 8
Number of laboratory tests for syphilis.....	76, 472	162, 189	112. 1
<b>Maternal and child welfare:</b>			
Number of cases admitted to maternity clinics.....	1, 359	5, 208	283. 2
Number of infant and preschool cases admitted.....	10, 194	18, 070	77. 3
<b>Nursing service:</b>			
Total field nursing visits.....	31, 210	38, 033	21. 9
Total office nursing visits.....	25, 837	49, 913	93. 2
Field nursing visits for maternity.....	4, 340	12, 379	185. 2
Office nursing visits for maternity.....	381	10, 320	260. 9
Field nursing visits for infant and preschool.....	9, 923	11, 587	16. 8
Office nursing visits for infant and preschool.....	4, 419	22, 217	402. 8
<b>Laboratory: Total number of laboratory examinations.....</b>	<b>158, 124</b>	<b>285, 615</b>	<b>80. 6</b>

## A. PUBLIC HEALTH NURSING

Seventy-five and one-tenth cents per capita, exclusive of Instructive Visiting Nurse Society, standard of American Public Health Association for Public Health nurses.

Twenty-seven and seven-tenths cents per capita, exclusive of Instructive Visiting Nurse Society, now being spent (including Federal grants).

The attached table shows (1) the number of nurses required for a population of 770,000, according to American Public Health Association standards; (2) the number available at the present time; and (3) the additional number required.

Number of public health nurses at present.....	95
Number required.....	237
Shortage.....	142

## B. TUBERCULOSIS

	Number of deaths			Death rate		
	Women	Children	Total	Women	Children	Total
1940 .....	200	391	591	42.2	206.5	89.1
1941 .....	188	389	577	33.2	181.9	76.9

In spite of the importance of this disease as a cause of deaths, the tuberculosis clinic has had to restrict the number of admissions to its service because of lack of personnel

*Number of new cases admitted for study and number of visits made from 1937 through 1941*

Calendar year	New cases	Visits
1937 .....	5,992	20,054
1938 .....	5,894	23,168
1939 .....	6,864	27,548
1940 .....	9,144	33,799
1941 .....	10,000	40,000
1942 .....	12,100	46,200

<sup>1</sup> Estimated.

*Estimated number of nurses required,<sup>1</sup> by services*

Service	Standard	Estimated problem (based on population of 770,000)	Total number of nurses required	Number of nurses available	Additional number of nurses required
Tuberculosis .....	1 nurse for 22.4 deaths ..	669 deaths .....	29.9	11.9	18.0
Maternity .....	1 nurse for 394 cases .....	10,234 cases .....	26.0	20.1	5.9
Infant .....	1 nurse for 376 cases .....	8,562 cases .....	22.8	31.8	-9.0
Preschool .....	1 nurse for 657.1 cases .....	34,249 cases .....	52.1	1.16	50.5
School .....	1 nurse for 1,900 children ..	104,414 children .....	55.0	13.1	41.9
Communicable disease ..	1 nurse for 685.7 cases ..	6,884 cases .....	10.0	-----	10.0
Venereal disease .....	For every 3-hour clinic session, 17,667 nursing hours in clinic plus 32 hours in field. <sup>2</sup>	32 clinic sessions of 3 hours each.	40.8	16.5	24.3
Total .....	-----	-----	236.6	<sup>3</sup> 95.0	141.6

<sup>1</sup> Based on standards of the American Public Health Association. See Hiseock, Ira, Community Health Organization, p. 179, exclusive of bedside nursing.

<sup>2</sup> Estimated by District of Columbia Director of Venereal Disease Service.

<sup>3</sup> Consists of 74 from District funds, 6 from Maternal Child Hygiene, 10 from Crippled Children, 2 from U. S. Public Health (title VI), and 3 from Venereal Disease Control Act.

## C. VENEREAL DISEASE

Number deaths from venereal diseases in 1940 (U. S. Census Bureau)—255.

Death rate per 100,000 population (insofar as venereal disease death rate is concerned Washington was twenty-third among 30 largest cities in the United States in 1940)—38.5.

Number of clinics—2.

Number possible 3-hour weekly clinic sessions—32.

Number possible treatments per session (patients)—100-200.

Number actual weekly clinic sessions 1940—18.

Number actual treatments requested per session—350-400.

During the period November 1940 to July 1941, 2,094 selectees who were found to have positive blood tests were referred to this clinic for further examination. This increase in activity is in addition to that which would normally have occurred due to population increases.

## D. LABORATORIES

Serological tests estimated for 1942 fiscal year budget—250,000.  
 Serological tests made during calendar year 1941—329,216.  
 Serological tests must be anticipated in view of increasing population and expanding venereal disease activity—349,216.  
 Tests per year is capacity for laboratory technicians—25,000.  
 Technicians required for 349,000 tests—14.  
 Technicians available at present time—7.

## E. DENTAL

Children in junior and senior public and parochial high schools in the District of Columbia—44,900.  
 Estimated to be in need of dental attention—35,900, or 80 percent.  
 Those needing care are estimated to be unable to pay for care—14,371, or 40 percent.

## F. MATERNAL AND CHILD WELFARE

Birth rates. (*See Health Trends.*)  
 1936: Maternity patients received care at Health Department clinics—688.  
 1940: Maternity patients received care at Health Department clinics—5,000.  
 1936: Babies and preschool children registered for health supervision—7,500.  
 1940: Babies and preschool children registered for health supervision—18,000.  
 1936: Visits by mothers and children to Health Department clinics for health protection measures—55,000.  
 1940: Visits by mothers and children to Health Department clinics for health protection measures—124,000.  
 1938: Children with crippling conditions hospitalized for 13,496 days—268.  
 1940: Children with crippling conditions hospitalized for 25,146 days—367.  
 Fifteen maternal and child health centers operated by the Health Department.  
 Increased population means increased service demands, and this means:  
 1. Additional nursing personnel.  
 2. Increased clinical facilities.  
 3. Additional medical personnel.  
 4. Expanded convalescent care facilities.  
 Services for crippled children need to be expanded:  
 In 1938, 88 children made 268 visits to Gallinger Hospital crippled children's clinic for diagnosis and treatment.  
 In 1939, 333 children made 2,168 visits to Gallinger Hospital crippled children's clinic for diagnosis and treatment.  
 In 1940, 540 children made 2,569 visits to Gallinger Hospital crippled children's clinic for diagnosis and treatment.

## SANITARY SERVICES

## A. RESTAURANTS AND BOARDING HOUSES

Number restaurants in 1940, 1,800.  
 Number restaurants in 1941, 2,000.  
 Estimated number boarding houses with 10 or more boarders, 1,500.  
 Estimated number boarding houses with 4 or more boarders, 4,500.  
 In order to inspect the 4,500 boarding houses 18 times a year, a total of 81,000 inspections will have to be made. This would require the services of 14 additional inspectors.

## B. WATER SUPPLY

Lack of adequate personnel has made essential water supply surveys impossible. The large number of cross-connections throughout the city present an ever-increasing hazard in the growing city.  
 Six men are required to augment the present force and to operate emergency chlorinators in time of emergency.

## C. HOUSING

Multiple family units vacant in October 1940 (percent)-----	0.24
Multiple family units vacant in October 1940 (percent)-----	4.0
Single-room vacancies November 1941 (percent)-----	1.0

## D. GENERAL INSPECTION

Additional inspectors are needed for general inspection work to ascertain and to obtain correction of defects in sewer and water systems and in structural conditions of buildings. They enforce laws relating to junk shops, tailor shops, barber and beauty shops, etc.

	1920	1941
Population.....	443,056	770,000
Number of inspectors.....	11	11

## E. FOOD CONTROL

1. June 2, 1902: Ordinance to prevent the sale of unwholesome food in the District. This regulation requires the maintenance of cleanliness and good sanitation in food establishments, and provides adequate penalties for any violation.

2. 1940: Code governing the maintenance and operation of slaughterhouses, packing houses, and abattoir, and new regulations governing the operation and maintenance of poultry establishments in the District of Columbia.

3. 1939: Frozen dessert ordinance.

## F. CHARACTER OF ENFORCEMENT

Enforcement consists of the regular inspection of all food establishments, prosecution in the court of all violations, and special action on complaints referred to the Bureau.

## G. TYPE AND FREQUENCY OF INSPECTIONS

1940:	Establishments under inspection.....	5,648
	Inspections made.....	101,807
	Pounds of food condemned (approximately, 12 tons).....	341,727

## HEALTH TRENDS

## A. DEATH RATES, PER 1,000 POPULATION

Year	White	Colored	Total
1937.....	12.4	18.9	14.3
1938.....	11.4	15.9	12.7
1939.....	11.4	17.0	13.0
1940.....	12.1	16.2	13.3
1941.....	10.5	15.0	11.8

## B. BIRTH RATES PER 1,000 POPULATION

Year	White	Colored	Total
1937.....	18.8	23.1	20.1
1938.....	19.6	23.5	20.7
1939.....	20.7	24.1	21.6
1940.....	22.3	24.4	22.9
1941.....	24.0	24.6	24.2

## C. TUBERCULOSIS DEATH RATE PER 100,000 POPULATION

Year	White	Colored	Total
1930.....	62.1	263.3	116.9
1935.....	45.3	260.8	105.5
1936.....	50.6	266.5	111.8
1937.....	46.9	226.2	97.7
1938.....	39.3	230.8	93.8
1939.....	36.5	216.8	84.1
1940.....	42.2	206.5	89.1

## D. VENEREAL DISEASE DEATH RATE PER 100,000 POPULATION

Year	Rate
1936.....	22.8
1937.....	21.9
1938.....	21.0
1939.....	16.2
1940.....	22.9

## E. INFANT MORTALITY

Year	White	Colored	Total
1938.....	37.3	70.8	48.1
1939.....	33.6	78.9	48.0
1940.....	36.8	70.7	47.1
1941.....	38.7	81.9	51.2

## F. MATERNAL MORTALITY

Year	White	Colored	Total
1938.....	4.19	8.37	5.53
1939.....	3.67	7.22	4.78
1940.....	2.27	4.32	2.90
1941.....	2.33	3.61	2.70

## G. HISTORY OF EPIDEMICS

Year	Chicken pox, cases	Gonorrhea, cases	Meningococcus meningitis		Pneumonia, cases	Poliomylitis		Syphilis, cases	Tuberculo- sis, cases
			Cases	Deaths		Cases	Deaths		
1925.....	776	(1)	5	3	1,269	22	4	(1)	1,238
1926.....	1,035	(1)	6	2	1,996	6	5	(1)	1,173
1927.....	1,487	(1)	4	3	1,125	14	6	(1)	1,222
1928.....	702	(1)	8	5	1,339	36	5	(1)	1,142
1929.....	947	399	20	14	1,568	6	4	788	1,214
1930.....	807	528	24	9	1,305	12	5	1,035	1,031
1931.....	893	847	58	28	1,433	17	4	1,336	1,062
1932.....	1,064	1,312	32	13	1,314	39	6	1,872	1,154
1933.....	837	1,344	22	11	1,182	12	2	2,005	1,100
1934.....	892	1,346	14	6	1,254	10	3	1,832	1,138
1935.....	1,548	1,635	252	93	1,353	85	10	1,747	1,366
1936.....	534	1,982	144	64	1,175	7	2	2,008	1,371
1937.....	1,049	2,032	81	30	1,041	30	4	2,294	1,406
1938.....	1,390	2,925	20	9	1,010	28	3	4,031	1,468
1939.....	720	3,386	17	4	813	19	1	6,169	1,369
1940.....	1,073	3,345	9	6	1,044	8	3	6,706	1,637

<sup>1</sup> Records not available.

The following table presents the number of personnel employed in each of the Health Department bureaus for the years 1937 through 1942, together with the number requested by the health officer and the number approved by the District Commissioners for the year 1943.

## HEALTH DEPARTMENT

*Personnel by bureaus (exclusive of those paid from Federal funds)*

Bureau	1937	1938	1939	1940	1941	1942	1943 <sup>1</sup>	
							Requested by health officer	Allowed by commissioners
Administration .....	13	13	14	14	15	16	27	18
Cancer Control .....	0	0	0	0	0	0	0	0
Food <sup>2</sup> .....	25	30	31	31	31	32	33	32
Laboratories .....	10	16	16	16	18	21	30	25
Maternal and Child Welfare .....	31	31	31	23	23	24	28	26
Medical Inspection of Schools .....	45	59	59	61	62	58	75	54
Mental Hygiene .....	0	0	0	0	0	0	0	0
Nursing .....	63	75	80	81	83	86	115	93
Preventable Diseases .....	11	12	12	10	10	12	14	12
Sanitation .....	27	27	27	24	24	26	35	30
Tuberculosis .....	11	11	13	13	16	21	32	27
Veneral Diseases .....	10	10	13	13	13	18	38	24
Vital Statistics .....	7	7	7	7	7	9	11	9
Permit Bureau .....	0	11	11	13	13	18	26	19
<b>Total</b> .....	<b>253</b>	<b>302</b>	<b>314</b>	<b>306</b>	<b>315</b>	<b>341</b>	<b>464</b>	<b>369</b>

<sup>1</sup> See attached table on deficiency requests for personnel.<sup>2</sup> Exclusive of 1 special food inspector, at \$200 per annum.*Deficiency requests for additional Health Department personnel—by bureau*

Bureau	1942	Deficiency request	Bureau	1942	Deficiency request
Administration .....	16	3	Veneral Disease .....	18	13
Food Inspection .....	32	22	Vital Statistics .....	9	2
Laboratories .....	21	4	Permit Bureau .....	18	5
Maternal and Child Welfare .....	24	0	Dental .....	(1)	14
Medical Inspection of Schools .....	58	6			
Nursing .....	86	121	Total .....	341	235
Preventable Diseases .....	12	11	Gallinger .....		8
Sanitary Inspection .....	26	25			
Tuberculosis .....	21	9	Total .....		243

<sup>1</sup> Included in Medical Inspection of Schools.

## HOSPITAL FACILITIES

A recent survey of hospital facilities in the District of Columbia discloses that there are 3,250 unrestricted general medical and surgical hospital beds in the District. This figure does not include bassinets or beds for communicable disease or mental cases, and includes 65 percent of the general medical and surgical beds at Freedmen's Hospital. Up to 65 percent of the beds at Freedmen's Hospital are available to bona fide District of Columbia residents. The 3,250 beds do not include those in Walter Reed, Veterans' Administration facility, the United States Naval Hospitals, inasmuch as these institutions are primarily limited to Army, war veterans, and Navy personnel respectively. It also does not include the beds at the Florence Crittenton Home or the Washington Home for Incurables, or St. Ann's Infant Asylum. The word "unrestricted" should be qualified to the extent that the beds at Gallinger Municipal Hospital are limited insofar as general medical and surgical service is concerned to indigent residents of the District of Columbia. This is primarily the case with Freedmen's Hospital beds also.

The 3,250 beds mentioned above represent, on the basis of an estimated 770,000 population at the present time, 4.2 beds per thousand. There is presented in the attached table the distribution of these hospital beds in the District of Columbia by institution. It will be noted that there are 2,321 beds in general hospitals. The standard of adequacy for general-hospital beds in a community has varyingly been reported at 5 per thousand population, and 1 patient-day per capita, the latter estimate having been determined on the basis of group hospitalization

experience. It would appear that this ratio should be adequate for private hospitals. However, numerous factors tend to indicate that this ratio would not pertain to hospital beds for indigents such as are provided in most municipal hospitals. Among these factors are—

(1) The population group employing the use of group hospitalization comprises a higher income section of the population than that eligible for public hospital care. Numerous morbidity studies have demonstrated that the incidence of illness among the low-income groups is larger than among those in the higher economic level. Persons in this category, therefore, should experience a greater need for hospitalization.

(2) Because of submarginal living conditions it is not sound to return low-income patients to their homes for convalescence.

It is quite probable, therefore, that whereas the latter ratio could be employed in determining needs for private-hospital beds, the former would be preferable in establishing adequacy for indigent hospitalization.

TABLE NO. 2.—Hospital beds in District of Columbia on Dec. 10, 1941

Hospital	Total accommodations	Number beds	Number bassinets	Number general medical beds	Number of surgical beds	Number of obstetrical beds	Number of contagious-disease beds
Emergency	280	280	0	124	156	0	0
Children's <sup>1</sup>	203	191	0			0	12
Columbia <sup>1</sup>	210	127	83		40	87	0
Doctors <sup>1</sup>	204	238	56			50	0
Casualty	147	147	0	47	100	0	0
Episcopal <sup>1</sup>	105	105	0			0	0
Garfield <sup>1</sup>	437	335	98			98	0
Georgetown <sup>1</sup>	274	223	51			<sup>2</sup> 47	0
George Washington <sup>1</sup>	114	92	22			25	0
Homeopathic	77	59	18	12	25	22	0
Providence	320	275	45	79	146	50	0
Sibley	345	249	96	43	140	70	0
Florence Crittenton	96	50	46	0	0	50	0
Washington Home for Incurables	177	177	0				
<b>Total</b>	<b>3,079</b>	<b>2,548</b>	<b>515</b>			<b>499</b>	<b>12</b>
Freedmen's	552	498	54	167	131	49	151
Gallinger <sup>1</sup>	1,450	1,394	56			56	<sup>3</sup> 482
<b>Total governmental</b>	<b>4 1,972</b>	<b>1,892</b>	<b>110</b>			<b>105</b>	<b>633</b>
<b>Grand total</b>	<b>5,051</b>	<b>4,440</b>	<b>625</b>			<b>604</b>	<b><sup>3</sup> 745</b>

<sup>1</sup> No well-defined distribution of beds by general medical and surgical.

<sup>2</sup> 4 additional obstetrical beds have been used in labor rooms.

<sup>3</sup> Includes 326 tuberculosis beds at Gallinger Hospital.

<sup>4</sup> Excluding Walter Reed, St. Elizabeths, Veterans' Administration facility, and U. S. Naval Hospitals.

#### FACILITIES AVAILABLE TO LOW INCOME GROUPS

Most of the existing facilities in the District of Columbia are available to persons in low income categories. Through the wide-spread availability of group hospitalization and through part-payment arrangements whereby the patient's bill can be paid on the budget plan, these individuals can receive authorization for hospital care. The municipal hospital will care for those residents who are considered, on investigation, to be medically indigent. The community chest hospitalization fund will pay all or part of the hospitalization cost for those medical indigents who are not bona fide residents of the District of Columbia. The question, therefore, is not so much one of making arrangements for care as of having facilities available.

It should be mentioned in connection with Gallinger Municipal Hospital that pay cases are admitted to three services, namely, tuberculosis, contagious disease, and psychopathic. These services are not available in local private hospitals.

#### INCREASE IN THE HEALTH FACILITIES SINCE 1935

- (a) Doctor's Hospital: 238 adults, 56 bassinets.  
 (b) Two additional units at Gallinger Municipal Hospital:  
 1. Tuberculosis, 226 beds.  
 2. General medical, 276 beds.

- (c) Freedmen's Hospital tuberculosis unit: 150 beds.  
 (d) Southwest Health Center, District of Columbia Health Department.

#### HOSPITAL NEEDS IN THE DISTRICT OF COLUMBIA

In determining hospital needs for the District of Columbia it is not possible to ignore the needs in the areas adjoining the District. Present institutions have been utilized to a considerable extent by residents of these areas. However, viewing the District as a separate entity it develops that on the 1-patient-day-per-capita basis a more than adequate number of hospital beds in private institutions exists. On this basis there should be 2,636 general hospital beds available. This compares with the 3,250 already in existence. When the metropolitan area is taken into consideration it appears that 3,607 general hospital beds are available, 357 of which are distributed between Montgomery County and Alexandria. There are no hospitals in Arlington, Fairfax, and Prince Georges Counties, unless the 9-bed unit at Greenbelt is considered. This institution, however, is available only to Greenbelt residents and cannot be considered as a general hospital facility. On the basis of 1 patient-day per capita there should be 3,851 general hospital beds in the metropolitan area, 2,636 of which should be distributed between Montgomery, Prince Georges, Arlington, and Fairfax Counties and Alexandria. At the present time there is a shortage of 858 beds in the suburban areas. It is recognized that the determinations of needs described above do not take into consideration the indigent problem. For instance, although it is stated that 2,636 general beds should be adequate for the District of Columbia, this figure does not take into account the indigent increment involved. In order to determine the needs more accurately it would be necessary to learn not only the number of indigents in the District of Columbia, but in addition, the number of medical indigents. The difficulty in securing these data makes it necessary to determine needs for public hospital beds on the basis of experience and demand.

Utilizing these criteria, it has been found that a need for additional hospital beds exists at Gallinger Municipal Hospital. The present accommodations for obstetrics and infant care are entirely inadequate both from the standpoint of physical facilities and from that of bed adequacy. In connection with this institution it should also be recognized that inflexibility due to sex and race distribution within the hospital as well as to service specialties, such as communicable diseases, etc., makes a large number of beds necessary. For instance, even though the hospital may not be operating at 80 percent capacity, it is quite conceivable that certain services may be experiencing overcrowding.

#### HEALTH DEPARTMENT CLINICAL FACILITIES

There is presented in the table below the Health Department bureaus which maintain clinical services, together with the number of clinics operated by each bureau.

<i>Bureau and number of clinics</i>	
Tuberculosis.....	2
Venereal disease.....	2
Maternal and child welfare.....	1 16
Dental service.....	2 10

<sup>1</sup> This number includes a clinic for crippled children at Gallinger Hospital and a maternal and child welfare clinic at the Southwest Health Center.

<sup>2</sup> This number includes a dental clinic at the Southwest Health Center.

At the present time the Health Department operates one health center, that in the southwest section of Washington, in which the following services are available:

1. Maternal and child welfare clinic.
2. Dental clinic.
3. Venereal disease clinic.
4. Tuberculosis clinic.
5. Public health nursing service.
6. Sanitation service.
7. Health education service.

Funds have been appropriated for the construction of an additional health center, this one to be located in the northwest section of Washington, and to provide essentially the same services as are now available in the Southwest Health Center. Plans for this center have already been completed and it is anticipated that construction will begin shortly.

In connection with the dental clinic at the Southwest Health Center, it is pertinent to note that both children and adults who are unable to purchase dental care



from private practitioners are eligible for treatment. All applicants are interviewed by a social service representative of the hospital permit bureau, who determines eligibility, this eligibility being contingent on residence and economic status.

The need for an additional health center to be located in the Anacostia area of the District of Columbia has long been recognized by the Health Department. This need has been accentuated by the influx of defense workers in that area due to the increased activity in the navy yard. At the present time the Health Department clinic services in this area are inadequate and should be expanded. This can best be achieved through the construction of the already proposed health center.

#### TIME LOST BECAUSE OF ILLNESS

##### I. GOVERNMENT EMPLOYEES

According to data reported by the United States Civil Service Commission the average number of days lost per employee per year because of sickness is between 7 and 9. They cite the experience of the General Accounting Office with 11 days and the Department of Agriculture with 8. The former Department employs 6,020 persons and the latter 12,682 in the District of Columbia, a total of 18,702 employees. The number of days lost for sick leave varies between departments in direct relation to the number of female employees, this group reporting a greater sickness experience than the males.

It is significant that the average number of days of sick leave is smaller in field offices with fewer personnel.

If 8 days of sick leave per year is used as a reasonable estimate, it develops that for 206,000 Government employees—the estimated number at the present time—some 1,648,000 days of sick leave will be expected in the coming year, not including anticipated increases in Government employment. This is approximately 138,330 days lost per month.

It was not possible to obtain data for a broader experience.

##### II. INDUSTRIAL EMPLOYEES

It is recognized that sickness among industrial employees varies because of several factors, a few of which are:

- A. Type of employment.
- B. Sex distribution.
- C. Age distribution of employees.

Dr. Louis Reed states in the report of the proceedings of the American Association for Social Security<sup>1</sup> that because of illness gainful workers lose approximately 8 days per year per capita in industrial establishments. This figure is partially corroborated by the experience of the Boston Edison Co. during the years 1933-37 reported by Gafaer and Frasier in the Public Health Reports of July 29, 1938 in which the authors reported an average of 7.518 days of sick leave per year among males and 10.855 days among females. Using 8 again as a reasonable estimate and applying it to the 220,000 estimated number of "other gainfully employed" persons in the District of Columbia at the present time, this group would experience 1,760,000 days of sickness in the coming year. Again, no attempt is made to correct for anticipated increases in employment.

#### TESTIMONY OF DR. GEORGE C. RUHLAND—Resumed

The CHAIRMAN. I have a few questions that I want to ask you which will be more or less supplementary to the statements you have made.

Under the present residence requirements, and in view of the great number of persons in the low-income brackets among the new employees that are coming to Washington, isn't the health problem of the District becoming an increasingly difficult one to handle?

Dr. RUHLAND. Undoubtedly so.

The CHAIRMAN. A great percentage of the new Government employees are of the low-income brackets, aren't they?

Dr. RUHLAND. They are, yes.

<sup>1</sup> Medical Care and National Defense, April 4-5, 1941, p. 133.

The CHAIRMAN. Probably between \$1,200 and \$1,560 a year?

Dr. RUHLAND. Well, according to some information that I have here the group in the income bracket of \$1,500 and under is about 24 percent of the local population.

The CHAIRMAN. Is that 24 percent of the people coming in or 24 percent of those already here?

Dr. RUHLAND. I take it that that is those already here.

The CHAIRMAN. Dr. Ruhlband, in your previous statement before the committee you stated, and I quote from that—

If we cannot stop the influx of those who have not a definite job in prospect that will enable them to maintain themselves, then for humanitarian as well as health protection reasons, there must be an enlargement of the existing facilities and machinery of the Health Service to give those persons such aid as they may require.

The influx of people to the District in the last year, of course, is common knowledge. What enlargements of the Health Department have there been to provide the additional care required?

Dr. RUHLAND. There have been some additions. For example, there is at the present time authorized the building of the additional health center in the northwest central area. That will be of definite value. There also have been completed additions to Gallinger Hospital, one general medical ward and an addition to the tuberculosis service of that institution. There has also been added to Freedmen's Hospital a 150-bed building for the care of tuberculous. Unfortunately, other services of the Department have not benefited proportionately.

The CHAIRMAN. What are the minimum United States Public Health standards as to the number of nurses in a city of, say, 750,000 population?

#### STANDARDS FOR PUBLIC HEALTH NURSING SERVICE

Dr. RUHLAND. The standards for public-health nursing service in a community as developed by the group experience of the American Public Health Association is 1 nurse for each 2,000 of population. That would mean for the District, assuming it has a population of 700,000, at least 300 for the District. The District has less than half that number.

The CHAIRMAN. What steps have been taken to supplement this number, if any?

Dr. RUHLAND. In part, we have turned to Social Security and have gotten, by way of the Children's Bureau and by way of the Public Health Service, some assistance. We also are trying to supplement our deficiency by training women in first aid and home care of the sick, but we are understaffed and teaching and training facilities obviously mean a diversion from the Public Health Service. I mean, if we divert to educational efforts in this field, we must withdraw from the clinics.

The CHAIRMAN. Are there any particular or local obstacles preventing the employment of more nurses?

Dr. RUHLAND. I think Commissioner Young has indicated the limitations under which all District services try to operate, and we have been especially unfortunate, inasmuch as the budget requests of the Department have received rather drastic curtailment. I

think, of all the public services in the District, public health has been least developed.

The CHAIRMAN. You said a few moments ago that steps were being taken to enlarge the present health center. Just how far along has that program progressed?

#### PUBLIC HEALTH CENTER

Dr. RUHLAND. There is an appropriation authorized by Congress that appropriates half of the estimated amount needed for this public health center, figured at \$250,000. In a pending budget the balance of the necessary money is incorporated, and I might also add that more or less at the suggestion of the committee of Congress and at the suggestion of the Commissioners and the Department, there has been prepared a supplementary budget which is submitted to the Commissioners and I presume will be submitted to Congress in due time. This aims to offset some of the shortcomings in the service at the present time.

The CHAIRMAN. Do you meet minimum requirements of the Public Health Service with reference to available hospital beds?

Dr. RUHLAND. It is rather difficult to answer that question. It has been given considerable thought. The question must consider what are reasonable standards. There opinion differs quite a good deal.

According to reports published by the American Medical Association, the ratio of hospital beds for population varies all the way from three per thousand to five or more per thousand of population. More recently there has been offered a standard and it seems not a bad one, coming out of the experience of group hospitalization.

#### HOSPITAL FACILITIES

Group hospitalization has a clientele of about 8,000,000 at the present time and they have come to the conclusion that adequate hospital bed facilities could be provided if you allow for 1 hospital day per year for the population. Translated into terms of actual beds, let us assume that for the metropolitan area of the District we have 1,200,000, which, personally, I am inclined to believe is a reasonable and conservative estimate of population, there would be required 4,000 hospital beds on an 80 percent occupancy of those beds.

That, however, I think must be qualified for this reason. Manifestly the experience of group hospitalization based on a group of people who are at a certain economic level, does not represent the ultrapoor which are significantly the responsibility of the government here in the District. With that clientele, you must know that they are disadvantaged in their housing and food and clothing, and so forth, and they are, therefore, the group that is above all exposed to illness.

Furthermore, having taken them to the hospital, you cannot discharge them from the hospital back to the home unless the home is in suitable condition and, of course, other qualifications such as sex, race, and type of service, all manifestly qualify the arbitrary figure of 4,000 beds.

The CHAIRMAN. Your idea would be that 4,000 would be a sufficient number?

Dr. RUHLAND. It is my belief that it would not be adequate.

The CHAIRMAN. I wonder how the number that are available compares to the 4,000 minimum which you set.

Dr. RUHLAND. From the figures that we have on unrestricted hospital beds, taking the District of Columbia as against the metropolitan area, we have some 3,250 beds.

On the basis of the 1 patient day per capita, we would only require 2,636 beds. That manifestly would be inadequate in the face of experience, so the theory breaks down right there.

If we take the larger group, the metropolitan area, we find the metropolitan area has a total of 3,607 beds and on the 1 patient day per capita basis really should have 3,851 beds and on the basis of 5 beds per thousand, we should have 5,600 beds, leaving a deficiency of some 2,100 beds.

The CHAIRMAN. Do those figures take into account these new additions you mentioned in the beginning of your statement?

Dr. RUHLAND. They do.

The CHAIRMAN. Are there any further expansions projected or contemplated?

Dr. RUHLAND. Yes; the Commission has presented to the committee that dealt with the Lanham Act, a request for an addition of a wing to Gallinger Hospital, particularly to house maternity and infant welfare cases. Unfortunately, to my knowledge, so far that has not received the approval of the Office of Procurement Management.

Also, we do feel very keenly that because both at Gallinger Hospital, which is in the nature of a general county hospital elsewhere, as well as at Glenn Dale, we have more patients than can be housed now. We are forced, therefore, either to decline the admission of patients or discharge them before it seems wise to do so, and that is uneconomic because the patient breaks down again and makes the rounds of hospitalization.

Therefore, we have recommended that there be added temporary structures, if you please, at Gallinger, housing about 600 beds, and at Glenn Dale, the tuberculosis sanitarium, possibly 400 beds, which could serve the overflow and ultimately might serve the housing of chronics and convalescents.

The CHAIRMAN. Referring again to these additions which you referred to, are the beds now available?

Dr. RUHLAND. The additions at Gallinger; yes. Two units are in service.

The CHAIRMAN. And you mentioned one at Freedmen's.

Dr. RUHLAND. And at Freedmen's, likewise.

The CHAIRMAN. I believe you mentioned one other.

Dr. RUHLAND. Those are the only two.

The CHAIRMAN. And those beds are already available?

Dr. RUHLAND. That is right.

The CHAIRMAN. And no others are authorized except what you might get under the Lanham Act?

Dr. RUHLAND. That is correct, sir.

## VENEREAL DISEASE TREATMENT

The CHAIRMAN. What facilities have the District hospitals for the treatment and isolation of venereally infected persons?

Dr. RUHLAND. Not very much unless we open our acute communicable disease wards to this type of person. Personally, I think that is a legitimate use of a communicable disease hospital. In fact, I do not see why hospitals generally should not admit those cases, although it is not the practice.

The CHAIRMAN. What facilities does the District have for the control of venereal disease?

Dr. RUHLAND. The District maintains two clinics at the present time. The physical facilities would permit the holding of 32 clinic sessions per week. However, our personnel and equipment admits of only 18 such clinic sessions.

It is not a full utilization of physical facilities. That, in the light of the case load, is inadequate.

The CHAIRMAN. That is the next question I was going to ask you, if based on that the staff was inadequate?

Dr. RUHLAND. Yes; it is.

The CHAIRMAN. Has there been any increase in venereal infection?

Dr. RUHLAND. Undoubtedly there is. The trouble that besets that question is that there were not reliable statistics to tell us how large the volume of infection was before public interest focused on it. But to illustrate, the Department of Health has undertaken for the Army to examine the draftees and it is found among these draftees, between the period of September and November, some 2,000 plus who had a blood test which would indicate possible syphilitic infection. Of course, they report for reexamination. The number of gonorrheal infections is probably larger, and we have no reliable data on that.

The CHAIRMAN. Have you made recommendations for the enlargement of your staff?

Dr. RUHLAND. Yes. They are incorporated in the deficiency budget referred to by Commissioner Young.

The CHAIRMAN. That is as far as the recommendations have gone so far?

Dr. RUHLAND. That is correct, sir.

The CHAIRMAN. I believe that is all.

## MEDICAL CARE FOR GOVERNMENT WORKERS

Mr. CURTIS. Do Government workers secure medical care from the Public Health Services rather than from private sources, physicians, nurses, in private practice?

Dr. RUHLAND. Not to my knowledge.

Mr. CURTIS. I understand in your testimony that you made some reference to the low-income brackets of Government workers, and I wondered if the Public Health Service was providing them with medical care or whether they are expected to secure that from the ordinary private sources.

Dr. RUHLAND. I am quite sure it is put up to the individual, although an experience that happened this morning might illustrate the problem.

My attention was called just before I came to the meeting this morning to a clerk who is employed at \$1,440 who had fallen and broken her ankle and was left in her room. She is in an income group who should take care of itself. We are dispatching a nurse to look into the matter to see what can be done or refer the case to the public care, or, if need be, public assistance must be rendered. We cannot maintain the sharp limitations which require 1 year of residence or total invalidism.

Mr. CURTIS. Had there been a doctor in to see the Government worker?

Dr. RUHLAND. From the information which I had, which was not very complete or intelligent, that did not appear.

Mr. CURTIS. Who sets the standard of 1 public health nurse for every 2,000 people?

Dr. RUHLAND. That is a standard suggested by the American Public Health Association, based on the group experience in this country and Canada for public health service.

Mr. CURTIS. Is that in addition to all private sources of hospitalization and nurses and medical care, or to take the place of that?

Dr. RUHLAND. This is independent of private medical practice.

Mr. CURTIS. And that is the general standard for the whole country? In other words, the standard recommended for a rural county of 10,000 people who have no public health nurse now, is to have 5 nurses?

Dr. RUHLAND. Yes, sir.

Mr. CURTIS. Now, in reference to these venereal disease clinics, where you have more physical plants than you have personnel to operate. How much personnel does it take to operate one clinic? How many doctors and how many nurses does it take?

Dr. RUHLAND. That depends upon your case load.

#### CLINICAL REQUIREMENTS

Mr. CURTIS. In order to open one up and to take care of sufficient people to justify opening up one of these what would you have to have?

Dr. RUHLAND. I have had one of my assistants give me the exact figures. For each clinic session handling 200 patients per session, we operate 3 physicians, 3 clerks, 2 medical attendants, 1 custodian, and 7 nurses.

Mr. CURTIS. Three physicians and seven nurses.

Dr. RUHLAND. Yes.

Mr. CURTIS. That is for how big a clinic?

Dr. RUHLAND. They handle a case load of 200 patients per clinic session.

Mr. CURTIS. What is a clinic session?

Dr. RUHLAND. A clinic period which runs 2 to 2½ hours. You will try to handle this volume of patients, 200 patients.

Mr. CURTIS. What is the average number of patients handled by the clinics you do have running?

Dr. RUHLAND. Our clinic sessions run over 200. We run 300 to 400, I am told by my assistant.

Mr. CURTIS. You have 300 to 400 people handled by 3 doctors and 7 nurses?

Dr. RUHLAND. We attempt that.

Mr. CURTIS. How many hours a day do they operate?

Dr. RUHLAND. We have morning clinics and afternoon clinics and some evening clinics and the average clinic period runs about 3 hours.

Mr. CURTIS. Those physicians you use, do they do any private practice?

Dr. RUHLAND. They are employed part time. Yes; they do. The same physician is not there in the morning that is there in the afternoon and evening. A different set is employed, on a part-time basis.

Mr. CURTIS. How about the nurses?

Dr. RUHLAND. They unfortunately are up against it. They unfortunately have to stick it out excepting for the evening service. That is a different group.

Mr. CURTIS. They spend their full time in Public Health Service?

Dr. RUHLAND. At present the public service has about 70 percent of its nursing service at fixed clinics and only about 15 percent in the field. There is a great deficiency in Public Health Nursing Service.

Mr. CURTIS. How many hours a day do those nurses work?

Dr. RUHLAND. Seven and one-half.

Mr. CURTIS. Six days a week?

Dr. RUHLAND. That is right.

Mr. CURTIS. What is the approximate cost of three doctors for a day clinic?

Dr. RUHLAND. That would have to be computed; I don't know. (After conference with accountant.) I am informed by the accountant it is \$3,600 a year; that is the basis of the salary.

Mr. CURTIS. For one physician?

Dr. RUHLAND. Three physicians, one-third time, and each one gets \$1,200 a year.

Mr. CURTIS. You get a doctor for \$100 a month for one-third of his time?

Dr. RUHLAND. That is right.

Mr. CURTIS. You estimate one-third of his time being 3 hours?

Dr. RUHLAND. Two and one-half to 3 hours.

Dr. LAMB. If I understand correctly, Doctor, hospitalization for metropolitan Washington falls to a large extent on the District of Columbia because of the referral by physicians outside of the District of cases for which there is no adequate facility outside the District proper. Is that correct?

Dr. RUHLAND. That is correct, sir.

Dr. LAMB. And for that some kind of arrangement is worked out between the District and these outlying areas; I suppose?

Dr. RUHLAND. Only insofar as the private hospital is concerned. That is a private business matter.

Dr. LAMB. Your discussion of hospital beds, and so on, referred to public and private facilities?

Dr. RUHLAND. Yes.

Dr. LAMB. Have you any figures showing the time lost in Washington businesses and in Government agencies on account of illness, and anything to indicate whether that figure is staying about the same, rising or falling, as the influx of population increases here?

Dr. RUHLAND. I have nothing that I could submit right now. However, this is a practice which we have on a volunteer arrangement

with Federal agencies, that the medical attendants or the nurse in the Government service will report to us the incidence of absence among employees in that particular building. We use that to inform ourselves with regard to the seasonal fluctuation of illness.

Dr. LAMB. Are these figures compiled in such way that they might be available to this committee, do you know?

Dr. RUHLAND. I will look into it and see what we can furnish you.

Dr. LAMB. I am sure the committee would appreciate very much if we could have those and discover whether the numbers coming in have had any effect on this rate.

Dr. RUHLAND. I will be very glad to submit what can be found, although my guess is that you may not find that reliable. Understand, it is on a voluntary basis to begin with and through the winter months it is confined to respiratory diseases and during the summer to gastro-intestinal ailments.

Dr. LAMB. I understand that. Such information, if it were properly compiled, would be of considerable value, I should think, to both the public and private agencies operating here, would it not?

Dr. RUHLAND. Undoubtedly; yes.

Dr. LAMB. With regard to the statement that 250,000 additional persons would come in in the next year, which was made in the Washington paper yesterday—perhaps that is on the high side—what preparations can be made by the Health Department with respect to that, particularly of a planning and budgetary kind? How can you arrange to anticipate that, or do you have to wait until the thing has fully developed?

#### DEFICIENCY BUDGET PREPARED

Dr. RUHLAND. As stated before, at the suggestion of the committee of Congress and the invitation or direction of the Commissioners, the Department has prepared a deficiency budget which means to implement existing services for the balance of the fiscal year and, of course, continue that service during the ensuing fiscal year. That would implement us so that we could more reasonably and adequately meet the growing load of service.

Dr. LAMB. As I understand, however, you have been confronted by an additional 120,000 during the last 12 months?

Dr. RUHLAND. We are anticipating that increased case load and are trying to get our personnel in proportion to that number.

Dr. LAMB. Those have already come in and you have to provide for those, in addition to an expected number which has not come in at the present time?

Dr. RUHLAND. We would be glad if we could bring ourselves up to present service needs.

Dr. LAMB. That is what I am driving at, that you have the difficulty of arriving even at the proper care of existing needs without reference to stepping up your arrangements to meet the anticipated needs, so that almost inevitably you are one step, if not two steps, behind, because of the budgetary and other administrative problems of an area like the District.

Dr. RUHLAND. Quite correct, sir.

Dr. LAMB. I understand that the existing standard is \$2.50 per capita needed for the implementation of recognized public health



activities. That does not include hospital service. And you have been obliged to operate on a budget not half of that. Is that true?

Dr. RUHLAND. That is true. That figure you have given is that recommended, again by the American Public Health Association. That is a group judgment of recognized public health service and experience, and exclusive of institutional care.

Dr. LAMB. Thank you.

The CHAIRMAN. Thank you, Dr. Ruhland. We appreciate your coming here.

### TESTIMONY OF DR. FRANK W. BALLOU, SUPERINTENDENT OF SCHOOLS, DISTRICT OF COLUMBIA

The CHAIRMAN. Dr. Ballou, you have submitted for the record a very helpful statement that will be printed in its entirety in the record. I have a few questions that I would like to ask you, based very largely on the printed statement you have supplied us.

(The statement mentioned is as follows:)

STATEMENT PREPARED BY A. W. HEINMILLER, ASSISTANT SUPERINTENDENT OF SCHOOLS IN CHARGE OF THE SCHOOL BUDGET, FOR SUPERINTENDENT FRANK W. BALLOU

INCREASED POPULATION AND SCHOOL NEEDS IN THE DISTRICT OF COLUMBIA  
POPULATION GROWTH OF THE DISTRICT OF COLUMBIA AND METROPOLITAN AREA

The population of the District of Columbia increased from 580,249 in 1935 to 663,091 in 1940, according to the Census Bureau. This is an increase of 14 percent. The Washington Evening Star estimated the city population to be 753,091 in December 1941. This is an increase of 13½ percent since 1940, an increase of 29.8 percent since 1935, and an increase of 54.7 percent since 1930.

The population for the metropolitan area increased from 621,059 in 1930 to 907,816 in 1940, according to the Census Bureau figures. This is an increase of 46 percent. The Washington Evening Star estimated the population of the metropolitan area to be 1,058,816 in December 1941. This is an increase of 16.6 percent since 1940, and an increase of 70 percent since 1930.

#### TREND OF PUBLIC-SCHOOL ENROLLMENT

The total public-school enrollment in 1930 was 78,458. By 1935 it had increased to 93,080. In 1936, the number of pupils increased by 429 to 93,509. After this date, the enrollment declined to 92,443 on October 31, 1941. During this period, the enrollment in the schools in divisions I-IX decreased from 59,582 in 1935 to 55,777 in 1941, but the enrollment in the schools in divisions X-XIII increased from 33,498 in 1935 to 36,666 in 1941.

It is estimated that the school enrollment at the beginning of the second semester, February 1942, will be 97,057. This is an increase of 4.2 percent over the 1935 enrollment, and an increase of 5 percent over the October 1941 enrollment. Of this number, 58,197 are expected to be enrolled in divisions I-IX and 38,860 in divisions X-XIII. This decrease in school enrollment during the period that the population of the District of Columbia was increasing, is believed to be due to at least 3 causes:

1. Declining birth rate of white children in the District of Columbia, from 1932 to 1935, which affected the school enrollment from 1937 to 1940.
2. Movement of white families from the District of Columbia to nearby Virginia and Maryland.
3. Increased employment opportunities in 1941, particularly for vocational school, senior high school, and teachers college students.

In 1935, there were 7,163 white births and 3,687 Negro births in the District of Columbia. This marked the first increase since 1932, when there were 6,859

white births and 3,325 Negro births. The number has increased steadily since that time, and the total numbers of births for the past 5 years are as follows:

	1937	1938	1939	1940	1941
White .....	8,246	8,836	9,639	10,573	12,869
Negro .....	4,002	4,102	4,389	4,627	5,261
Total .....	12,248	12,938	14,028	15,200	18,130

The increases during these past 5 years will have a very direct effect on public-school enrollments, beginning in 1942. The number of births in 1941 represents an increase of 67 percent over 1935. The increase of white births is 79.6 percent, and that of Negro births is 42.6 percent during this 7-year period.

While the public schools have made no study of the movement of white families into Maryland and Virginia, attention is directed to the large increase of population in the metropolitan area, compared with the rate of increase in the District of Columbia. The percentage of increase in the population in the District of Columbia from 1930 to 1940 was 54.7 percent and the increase in population in the metropolitan area, which includes the District of Columbia, Arlington County, Alexandria City, and parts of Fairfax, Montgomery, and Prince Georges Counties, was 70 percent during the same period.

It is believed that the composition of the population of the District of Columbia has changed somewhat during the past few years when the rate of increase has been the greatest. The Office of Production Management has made a study of its employees, and has found that only 35 percent of them are married. The November 1941 issue of the Monthly Labor Review reported a study made in June 1941 of the living arrangements of Federal employees in the Washington, D. C. area. The survey showed that 15 percent of the Federal employees who came to Washington before May 1, 1940, lived in rooms or boarding houses, and 55 percent of Federal employees who came to Washington after May 1, 1940, were living in rooms or boarding houses. Two factors contributed to the choice of rooming accommodations—the newcomers are typically young and unmarried, and they have relatively low incomes.

Although the total enrollment declined from 92,810 in 1940 to 92,443 in 1941, this decrease is believed to be due, to a great extent, to increased employment opportunities for vocational school, senior high school, and teachers college students.

In 1941, the number of elementary school pupils increased by 549 over 1940, and the number of junior high-school pupils increased by 320 pupils. However, during the same period, the number of teachers college students decreased by 187, the senior high-school enrollment, 881, and the vocational school enrollment, 168.

#### PRESENT TEACHING SITUATION

The number of teachers now employed in the schools of divisions I-IX is believed to be sufficient to take care of any increased enrollment that will occur in these schools during the 1942 and 1943 fiscal years, by making adjustments and transfers from schools with declining enrollments to those with increasing enrollments.

In divisions X-XIII, the teaching situation is by no means as satisfactory. On all school levels, the number of pupils per teacher exceeds the standards recommended by the United States Office of Education. Based upon the October 31, 1941, enrollment, 76 additional elementary school teachers are needed to reduce the number of elementary pupils per teacher from 40.9 to 36; 31 additional teachers are needed in the junior high schools to reduce the pupil-teacher ratio in these schools from 31.5 to 28; 17 additional teachers are needed to establish regular classes in the senior high schools which will average 25 pupils per teacher instead of the present number, which is 27.8.

The 1943 public-school budget estimates include a request for 14 additional elementary school teachers, 6 junior high-school teachers, 5 senior high school teachers, and 1 senior high school librarian for divisions X-XIII.

#### INCREASED BUILDING CAPACITY, 1935-41

During the 7-year period from 1935 to 1941, new construction increased the capacity of public-school facilities by approximately 14,600. This provided new space for approximately 8,670 senior and junior high school pupils, approximately 1,130 vocational school pupils, and 4,800 elementary school pupils.

This new construction consisted of two senior high schools, one junior-senior high school, one addition to a senior high school, two new junior high schools, additions to five junior high schools, two new vocational schools, one addition to a vocational school, four new elementary schools, and additions to twelve elementary schools.

## VACATED SCHOOL BUILDINGS

During this same 7-year period, the Board of Education vacated 15 old buildings with a capacity of approximately 4,200. These buildings were entirely unsuitable for educational purposes, since they were all very old and obsolete, and did not provide necessary facilities such as adequate lighting, ample playground space, and gymnasiums.

The resulting net increase in pupil capacity during this period was approximately 10,400, and to a great extent, provided the urgently needed schoolhouse accommodations for the increased school population from 1930-35, which was 14,622.

## COMPLETED DEFENSE HOUSING IN 1941

During 1941 the Navy Department, the Alley Dwelling Authority, and a Federal Housing Administration financed agency completed public defense housing projects which included 2,142 units that have already been occupied. The majority of these units are located in the southeast section of the city, where public school congestion has resulted in a very acute situation.

During 1941, the District of Columbia issued dwelling house permits for 10,500 dwellings, a large portion of which have already been completed. This is an increase of approximately 1,900 over 1940 when 8,682 such permits were issued.

A study of the following completed defense housing projects reveals a wide variation in the number of children per family.

Name and location	Race of occupants	Number of units	Total number of children	Average number of children per family
Fort Dupont, Ridge and Anacostia Rds. SE	White	326	701	2.2
Ellen Wilson, I, 6th, and 7th Sts. SE	do.	217	333	1.5
Bellevue, Anacostia, south of Bolling Field	do.	600	400	.7
Frederick Douglass, Alabama Ave. and 21st St. SE.	Negro	313	601	1.9
Carrollsbury, I, 3d and 5th Sts. SE	do.	314	553	1.8
Kelly Miller, W, 2d, and 5th Sts. NW	do.	169	329	1.9

## DISTRICT OF COLUMBIA DEFENSE HOUSING UNDER CONSTRUCTION OR COMMITTED

There are 12 defense housing projects already started that will be completed in 1942, which will have a total of 3,033 family units. These projects will be constructed by public authorities; 1,318 of the units are for white families and 1,715 are designated for Negro families; 1,760 of the total number are located in the southeast section of the city and 995 are located in the Northeast section.

The Office of Production Management has granted priorities to private contractors engaged in constructing 2,927 defense housing units which are estimated to be completed between January 7, 1942, and April 6, 1942. Of this total, 779 are located in the southeast section of the city and 1,822 are in the northeast section. Two thousand four hundred and sixty-eight of the units are for white families and 459 are for Negro families.

## DEFENSE HOUSING UNDER CONSTRUCTION OR COMMITTED IN NEARBY VIRGINIA AND MARYLAND

There are 10 publicly financed defense housing projects in nearby Virginia and Maryland that will be completed in 1942, which have a total of 3,186 units. Three thousand one hundred and sixty-six of these units are for white families and 20 are for Negro families. In addition to these public projects, there are 2,909 units being built by private enterprise which have been granted priorities by the Office of Production Management. These are estimated to be completed in April 1942.

## ADDITIONAL DEFENSE HOUSING PLANNED FOR THE DISTRICT OF COLUMBIA LOCALITY

According to the Division of Defense Housing Coordination, the program up to June 1, 1942, will provide for the erection of 22,000 new homes by private enterprise and public funds in addition to housing now in the process of construction. This means that approximately as many new living units will be constructed during the next 6 months in the District of Columbia locality as there were during the entire year of 1941.

The proposed schedule is as follows: 7,500 apartments to be constructed by the Defense Homes Corporation (Reconstruction Finance Corporation subsidiary), 4,500 homes to be constructed by the Alley Dwelling Authority, United States Housing Authority, and Public Buildings Administration; 10,000 homes to be built by private industry.

The first group of 7,500 apartments will be generally dispersed throughout the District of Columbia and Arlington County. The second group of 4,500 homes will be dispersed in the District of Columbia, Alexandria, and Prince Georges County. The location of the 10,000 homes to be built by private industry will be selected by it, but guidance will be given by the Office of Division of Defense Housing Coordination to the end that they will properly serve the need and will be in harmony geographically with the general housing program. The details are yet to be worked out.

## EFFECT ON PUBLIC SCHOOL ENROLLMENT

That the growth of population in the metropolitan area will affect the public school enrollment there is no doubt, but it will be difficult to state exactly where the pressure will be the greatest. Unquestionably, the most pressing needs will be in the northeast and southeast sections of the city where the majority of the defense housing has been located. In divisions X-XIII there are congested conditions in other parts of the city as well as the northeast and southeast areas.

This condition is due not only to the rising increase in population due to the Defense Housing Program, but also to the constantly increasing Negro population during the past 7 years. The following statement indicates schools which are now overcrowded to the extent that a double shift is either now in effect or soon will be if the present rate of increase in enrollment in these buildings continues:

## DIVISIONS I-IX

Name and location of school	Capacity, Oct. 31, 1941	Enrollment, Oct. 31, 1941	Enrollment in excess of capacity
Anacostia Junior-Senior High School, <sup>1</sup> 16th and R Sts. SE.....	1,225	1,798	573
Taft Junior High School, 18th and Perry Sts. NE.....	627	796	169
Stuart Junior High School, 4th and E Sts. NE.....	1,020	1,133	113
Total.....	2,872	3,727	855
ELEMENTARY SCHOOLS			
Benning School, <sup>1</sup> Minnesota Ave. between Benning Rd. and Foote St. NE.....	320	497	177
Orr School, <sup>1</sup> 22d and Prout Sts. SE.....	320	485	165
Randle Highlands School, <sup>1</sup> 30th and R Sts. SE.....	320	360	40
Stanton School, <sup>1</sup> Hamilton and Good Hope Rds. SE.....	160	231	71
Total.....	1,120	1,573	453

## DIVISIONS X-XIII

Armstrong High School, 1st and O Sts. NW.....	1,077	1,579	502
Cardozo High School, 9th St. and Rhode Island Ave. NW.....	1,040	1,455	415
Total.....	2,117	3,034	917
Browne Junior High School, <sup>1</sup> 24th St. and Benning Rd NE.....	918	1,520	602

<sup>1</sup> Operating on double shift.

## DIVISIONS X-XIII—Continued

Name and location of school	Capacity, Oct. 31, 1941	Enrollment, Oct. 31, 1941	Enrollment in excess of capacity
ELEMENTARY SCHOOLS			
Bell School, <sup>1</sup> 2d St. between D St. and Virginia Ave. SW.	680	833	153
Briggs-Montgomery School, <sup>1</sup> 27th St. between I and K Sts. NW	640	691	51
Douglass-Simmons School, <sup>1</sup> 1st and Pierce Sts. NW	960	1,141	181
Garrison School, <sup>1</sup> 12th St. between R and S Sts. NW	640	746	106
Giddings School, <sup>1</sup> G St. between 3d and 4th Sts. SE	840	922	82
Jones School, <sup>1</sup> 1st and L Sts. NW	320	375	55
Logan School, <sup>1</sup> 3d and G Sts. NE	460	481	81
Logan Annex, <sup>1</sup> 3d and G Sts. NE	320	446	126
Payne School, <sup>1</sup> 15th and C Sts. SE	320	395	75
Smother School, <sup>1</sup> 4th St. and Washington Pl. NE	680	793	113
Walker School, <sup>1</sup> 3d and K Sts. NW	320	444	124
Total	6,120	7,267	1,147

<sup>1</sup> Operating on double shift.

## BUILDINGS APPROPRIATED FOR OR UNDER CONSTRUCTION

The following buildings are either under construction or scheduled to be started as soon as possible to relieve congestion in certain buildings where overcrowding has become acute. The completion of these buildings will depend upon the action taken by the Office of Production Management in granting priorities for materials to construct them. A complete statement showing the relation between the Defense Housing program in the District of Columbia and the necessity for this school construction is being prepared for the United States Office of Education as requested by the Office of Production Management.

Name and location of building	Percent- age of completion, Jan. 1, 1942	Probable occu- pancy date
Abbot Vocational School, Brentwood Park	0	May 1943.
Beers School, 8-room elementary building in the vicinity of 36th Pl. and Alabama Ave. SE.	33	May 1942.
Benning School, 8-room addition and assembly hall-gymnasium, Minnesota Ave. between Benning Rd. and Footc St. NE.	0	May 1943.
Davis School, 8-room building, 4 rooms to be left unfinished, Hillside Rd. and Alabama Ave. SE.	0	February 1943.
Kimball School, 8-room elementary school in the vicinity of Minnesota Ave. and Ely Pl. SE.	20	July 1942.
Kramer Junior High School, 17th and Q Sts. SE	19	January 1943.
Spingarn High School, 24th St. and Benning Rd. NE. <sup>1</sup>	0	( <sup>1</sup> )
Syphax School, 8-room addition, including assembly hall-gymnasium, Half St. between N and O Sts. SW.	27	July 1942.
Van Ness School, 8-room addition and assembly hall-gymnasium, 4th and M Sts. SE.	0	April 1943.
Woodrow Wilson High School, completion of 6 classrooms, Nebraska Ave. and Chesapeake St. NW. <sup>2</sup>	0	( <sup>2</sup> )

<sup>1</sup> Plans must be revised because of changes in construction due to unavailability of certain critical materials.

<sup>2</sup> Plans completed on Nov. 1, 1941, but the Municipal Architect's office is waiting for a project priority rating. Construction work will require about 90 days.

## ADDITIONAL SCHOOLHOUSE CONSTRUCTION REQUIRED

The following school buildings or additions to buildings were approved by the Board of Commissioners of the District of Columbia, and were certified by the United States Office of Education as necessary items due to the defense-housing program in the District of Columbia. They were presented before the House District Committee when hearings were held late in 1941 to consider District projects totaling approximately \$6,000,000 in connection with a proposed bill to authorize the District of Columbia to receive an allotment of funds appropriated by Congress to carry out provisions of the Lanham Act. Although no money was

allotted for the construction of these buildings or additions, the necessity for them has not decreased but, instead, has become even more urgent than it was when they were presented.

Name and location	Number assigned	Total estimated cost
Patterson Elementary School, Nichols Ave. and Atlantic St. SE.	D. C. 49-104.....	\$213, 950
Miller Junior High School, <sup>1</sup> 49th St. and Washington Pl. NE.	D. C. 49-105.....	1, 220, 200
Taft Junior High School addition, 18th and Perry Sts. NE.....	D. C. 49-106.....	292, 550
Bunker Hill School addition, 14th St. and Michigan Ave. NE.	D. C. 49-113.....	45, 600
Meritt Elementary School, 49th and Hayes Sts. NE.....	D. C. 49-111.....	352, 050
Lafayette School, completion of second floor, Northampton St. and Broad Branch Rd. NW.	D. C. 49-108.....	45, 000
Total.....		2, 169, 350

<sup>1</sup> The 1942 District of Columbia Appropriations Act includes \$15,427 for the preparation of plans and specifications. The 1943 public-school-budget estimates include \$300,000 for beginning construction.

#### INDEX TO STATISTICAL TABLES USED IN PREPARING THIS REPORT

- A. Population of the District of Columbia.
- B. Enrollments in the public schools of the District of Columbia, 1930, 1935 to 1941, and estimated for February 1942.
- C. Births reported in the District of Columbia, 1930 to 1941.
- D. Number of regular classroom teachers and the pupil-teacher ratio in the public schools of the District of Columbia, 1935 to 1941.
- E. Completed public-school construction appropriated from 1934 to 1940 and occupied from 1935 to 1941, which increased capacities.
- F. Public-school buildings vacated since 1935.
- G. Summary of defense-housing construction:
  - (1) Public defense-housing projects in the District of Columbia, completed in 1941.
  - (2) Public defense-housing projects in the District of Columbia committed or under construction, to be completed in 1942.
  - (3) Public defense housing in nearby Maryland and Virginia, committed or under construction, to be completed in 1942.
  - (4) Private defense-housing projects in the District of Columbia, to be completed in 1942, which have been granted priorities by the Office of Production Management.
  - (5) Private defense-housing projects in nearby Maryland and Virginia under construction, to be completed early in 1942, which have been granted priorities by the Office of Production Management.

#### *Population of the District of Columbia*

	City proper	Metropolitan area <sup>1</sup>
Census Bureau count, Apr. 1, 1930.....	486, 869	621, 059
Census Bureau estimate, July 1, 1935.....	580, 249	(?)
Census Bureau count, Apr. 1, 1940.....	663, 091	907, 816
Estimate of the Evening Star, September 1941.....	720, 091	1, 017, 816
Estimate of the Evening Star, December 1941.....	753, 091	1, 058, 816
Total increase since 1930 (percent).....	54. 7	70
Total increase since 1935 (percent).....	29. 8	(?)

<sup>1</sup> "Metropolitan area" means Washington, D. C., city proper, Arlington County, Alexandria city, and parts of Fairfax, Montgomery, and Prince Georges Counties.

<sup>2</sup> No estimate made.

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA, FRANKLIN ADMINISTRATION BLDG.,  
WASHINGTON, D. C.

Total membership

	Divisions 1 to 9		Divisions 10 to 13		Total	
	Number	Increase or decrease from preceding year	Number	Increase or decrease from preceding year	Number	Increase or decrease from preceding year
Oct. 31, 1930 .....	51,367	+1,666	27,091	+1,338	78,458	+3,004
Nov. 1, 1935 .....	59,582	+825	33,498	+1,097	93,080	+1,922
Oct. 30, 1936 .....	59,095	-487	34,414	+916	93,509	+429
Oct. 29, 1937 .....	58,793	-302	34,625	+211	93,418	-91
Oct. 28, 1938 .....	58,224	-569	35,276	+651	93,500	+82
Oct. 27, 1939 .....	57,630	-594	35,765	+489	93,395	-105
Nov. 1, 1940 .....	56,547	-1,083	36,263	+498	92,810	-585
Oct. 31, 1941 .....	55,777	-770	36,666	+403	92,443	-367
Estimated, February 1942.....	58,197	+2,420	38,860	+2,194	97,057	+4,614

Births reported in the District of Columbia, 1930-41

	White	Negro	Total		White	Negro	Total
	1930 .....	6,391	3,052		9,443	1936 .....	7,941
1931 .....	6,414	2,973	9,387	1937 .....	8,246	4,002	12,248
1932 .....	6,859	3,325	10,184	1938 .....	8,836	4,102	12,938
1933 .....	6,517	3,415	9,932	1939 .....	9,639	4,389	14,028
1934 .....	6,592	3,431	10,023	1940 .....	10,573	4,627	15,200
1935 .....	7,163	3,687	10,850	1941 .....	12,869	5,261	18,130

Table showing number of regular classroom teachers and number of pupils per teacher in regular classes in elementary, junior high, and senior high schools on Nov. 1, 1935, Oct. 30, 1936, Oct. 29, 1937, Oct. 28, 1938, Oct. 27, 1939, Nov. 1, 1940, and Oct. 31, 1941

[Prepared by the assistant superintendent in charge of the school budget, Jan. 9, 1942]

	1935	1936	1937	1938	1939	1940	1941
Number of elementary regular classroom teachers, divisions I-IX .....	869.0	864.0	864.0	861.0	844.0	824.0	811.0
Number of elementary pupils per teacher, divisions I-IX .....	37.4	36.7	35.4	34.3	33.9	34.0	34.6
Number of elementary regular classroom teachers, divisions X-XIII .....	509.0	514.0	526.0	544.0	533.0	551.0	555.0
Number of elementary pupils per teacher, divisions X-XIII .....	42.1	42.1	40.9	40.6	40.9	40.6	40.9
Number of junior high regular classroom teachers, divisions I-IX .....	439.0	450.0	463.0	466.0	470.0	475.0	472.0
Number of junior high pupils per teacher, divisions I-IX .....	29.0	28.9	28.7	28.2	28.1	27.6	27.6
Number of junior high regular classroom teachers, divisions X-XIII .....	201.0	216.0	219.0	218.0	230.0	237.0	250.0
Number of junior high pupils per teacher, divisions X-XIII .....	29.0	29.4	29.7	31.6	31.6	31.8	31.5
Number of senior high regular classroom teachers, divisions I-IX .....	451.0	454.5	476.5	485.5	488.5	511.5	517.5
Number of senior high pupils per teacher, divisions I-IX .....	26.6	26.9	26.4	27.0	27.1	25.2	23.6
Number of senior high regular classroom teachers, divisions X-XIII .....	143.0	148.0	151.0	154.0	158.0	156.0	158.0
Number of senior high pupils per teacher, divisions X-XIII .....	29.0	29.6	28.5	29.0	28.2	29.5	27.8

Standard number of pupils per teacher recommended by U. S. Office of Education:

Elementary schools .....	36
Junior high schools .....	28
Senior high schools .....	25

*Recapitulation of completed construction (does not include appropriations for ground improvements or additions or improvements to buildings consisting only of gymnasiums or assembly-gymnasiums)*

[Prepared by the assistant superintendent in charge of the school budget, Jan. 7, 1942]

	Senior high schools	Junior-senior high schools	Junior high schools	Vocational schools	Elementary schools	Total amount appropriated
Appropriations Acts, 1935 .....	\$600,000	\$180,000	\$334,000	-----	\$70,500	\$1,184,500
Appropriations Act, 1936 .....	70,000	250,000	275,000	-----	110,000	705,000
Appropriations Acts, 1937 .....	379,500	100,000	363,000	\$100,000	749,000	1,691,500
Appropriations Act, 1938 .....	350,000	-----	500,000	396,000	294,000	1,540,000
Public Works Administration grant, 1938-39 .....	-----	-----	-----	204,575	528,100	732,675
Appropriations Act, 1939 .....	550,000	-----	524,650	200,000	220,000	1,494,650
Appropriations Acts, 1940 .....	541,000	-----	640,000	-----	458,000	1,639,000
Total amounts appropriated .....	2,965,500	530,000	2,636,650	900,575	2,524,600	19,557,325
Total added capacity .....	3,935	1,225	3,516	1,132	4,800	14,608

<sup>1</sup> Includes \$570,000 of unexpended balances of appropriations in the District of Columbia Appropriations Acts for 1932 and 1933 for the Municipal Center, which was reappropriated and made available in the 1934 Appropriations Act as follows:

Woodrow Wilson High School, begin construction .....	\$475,000
Logan School (elementary school) 8-room building .....	95,000

Total amount reappropriated and made available in 1934 .....

570,000

*Schedule of completed public school construction appropriated from 1934-40 and occupied from 1935-41 (does not include appropriations for ground improvements or additions or improvements to buildings consisting only of gymnasiums or assembly-gymnasiums)*

[Prepared by the assistant superintendent in charge of the school budget Jan. 7, 1942]

Building	Year appropriated	Amount appropriated	Total amount appropriated	Year completed	Added capacity
<b>SENIOR HIGH SCHOOLS</b>					
Calvin Coolidge High School:					
Begin construction .....	1938	\$350,000			
Continue construction .....	1939	550,000			
Complete construction .....	1940	541,000	\$1,441,000	1940 and 1941 .....	1,694
Eastern High School: Alterations (addition to heating plant, remodeling gymnasium into classrooms and providing new gymnasium wing) .....	1937	379,500	379,500	1938 .....	675
Woodrow Wilson High School:					
Begin construction (unexpended balances from 1932 and 1933 Appropriation Acts for Municipal Center were reappropriated and made available for this construction) .....	1934	175,000			
Continue construction .....	1935	600,000			
Complete construction and improve grounds .....	1936	70,000	1,115,000	1935 .....	1,566
<b>JUNIOR-SENIOR HIGH SCHOOLS</b>					
Anacostia Junior-Senior High: <sup>1</sup>					
Completion of junior wing .....	1935	180,000			
Begin senior wing .....	1936	250,000			
Completion .....	1937	100,000	530,000	1935 and 1937 .....	1,225
<b>JUNIOR HIGH SCHOOLS</b>					
Banneker Junior High School:					
Begin construction .....	1938	200,000			
Complete construction .....	1939	524,650	724,650	1939 .....	707
Browne Junior High School: 10-room addition and gymnasium .....	1935	168,000	168,000	1936 .....	291

<sup>1</sup> In the 1933 Appropriations Act, there was an item of \$225,000 for beginning the construction of this building.



Schedule of completed public school construction appropriated from 1934-40 and occupied from 1935-41 (does not include appropriations for ground improvements or additions or improvements to buildings consisting only of gymnasiums or assembly-gymnasiums)—Continued

Building	Year appropriated	Amount appropriated	Total amount appropriated	Year completed	Added capacity
<b>JUNIOR HIGH SCHOOLS—continued</b>					
Deal Junior High School:					
10-room addition and gymnasium.....	1935	\$166,000			
do .....	1937	165,000			
			\$331,000	1935 and 1937...	625
Eliot Junior High School: 10-room addition and gymnasium.....	1936	175,000	175,000	1936...	315
Jefferson Junior High School:					
Begin construction.....	1938	300,000			
Complete construction.....	1939	509,000			
			800,000	1940.....	750
Paul Junior High School: 10-room addition and gymnasium.....	1937	198,000	198,000	1938.....	351
Randall Junior High School:					
8-room addition and remodeling of heating plant.....	1936	100,000			
10-room addition.....	1940	140,000			
			240,000	1936 and 1940...	477
<b>VOCATIONAL SCHOOLS</b>					
Chamberlain Vocational:					
Begin construction.....	1938	160,000			
Complete construction.....	1939	200,000			
			360,000	1939.....	489
Dennison Vocational School:					
Begin construction.....	1937	100,000			
Complete construction.....	1938	236,000			
			336,000	1938.....	452
Margaret Murray Washington Vocational: 10-room addition and additional room for cleaning and dyeing.....	<sup>2</sup> 1938-39	204,575	204,575	1940.....	191
<b>ELEMENTARY SCHOOLS</b>					
Bundy School:					
8-room building.....	1936	110,000			
8-room addition.....	1938	150,000			
			260,000	1936 and 1938...	640
Bunker Hill School: 8-room building and assembly hall-gymnasium (4 rooms to be left uncompleted).....	<sup>2</sup> 1938-39	149,500	149,500	1940.....	160
Cleveland School: 3d-story addition (6 rooms).....	1938	114,000	114,000	1938.....	320
Grimke School:					
4-room addition.....	1935	65,000			
8-room addition and assembly hall-gymnasium.....	1937	210,000			
			275,000	1938.....	480
Hardy School: Completion of 2d floor.....	1937	30,000	30,000	1937.....	160
Ketcham School: 8-room addition and assembly hall-gymnasium.....	1940	229,000	229,000	{ 1940 and 1941	320
Kingsman School: 8-room addition and assembly hall-gymnasium.....	<sup>2</sup> 1938-39	190,500	190,500	1940.....	320
Lafayette School: 8-room addition and assembly hall-gymnasium (4 rooms to be left uncompleted).....	1937	198,000	198,000	1938.....	160
Logan School:					
Begin 8-room building (unexpended balances from 1932 and 1933 Appropriation Acts for Municipal Center were reappropriated and made available for this construction).....	1934	95,000			
Complete construction.....	1935	5,500			
			100,500	1935.....	320
Montgomery School: 8-room addition and assembly hall-gymnasium.....	1940	229,000	229,000	1941.....	320
Noyes School: 2d-story addition.....	1939	60,000	60,000	1940.....	160
Rudolph School: 8-room extensible building.....	1939	160,000	160,000	1940.....	320
Shepherd School: Completion of 2d floor.....	1938	30,000	30,000	1938.....	160
Smothers School: 8-room addition and assembly hall-gymnasium.....	<sup>2</sup> 1938-39	188,100	188,100	1940.....	320
Truesdell School: 8-room addition and assembly hall-gymnasium.....	1937	171,000	171,000	1938.....	320
Young School: 8-room addition and gymnasium.....	1937	140,000	140,000	1937.....	320
Total.....			9,557,325		14,608

<sup>2</sup> Public Works Administration.

*Buildings vacated since 1935 (no longer used for classroom purposes)*

Name of building vacated	Date abandoned for classroom use	Capacity	Name of building vacated	Date abandoned for classroom use	Capacity
Bates Road Portable.....	September 1937.....	40	Jefferson Junior High School.....	June 1940.....	612
Briggs School.....	July 15, 1941.....	320	Polk School.....	Aug. 31, 1941.....	320
Brightwood Annex.....	February 1938.....	320	Reservoir School.....	Feb. 26, 1937.....	160
Bunker Hill School (old).....	December 1939.....	80	Rossell School.....	Aug. 31, 1941.....	480
Chain Bridge School.....	Jan. 31, 1941.....	80	Toner School.....	Feb. 4, 1940.....	320
Dennison Vocational School.....	December 1938.....	282	Van Buren Annex.....	October 1935.....	240
Force School.....	Aug. 31, 1939.....	480	Grand total capacity of buildings vacated.....		4,214
Henry School.....	Aug. 31, 1941.....	320			
Industrial Home School (had been loaned to District of Columbia schools).....	June 30, 1940.....	160			

NOTE.—The Ross School was also vacated for classroom use for the second time on Aug. 31, 1939. This building is now used as an administration annex. This building, formerly the Old Adams School, was used for a short time prior to 1939 for classes.

*Summary of defense housing construction*

[Prepared by the assistant superintendent in charge of the school budget Jan. 8, 1942]

	<i>Number of units</i>
1. Public Defense Housing projects in the District of Columbia, completed in 1941.....	2, 142
2. Public Defense Housing projects in the District of Columbia under construction or committed, to be completed in 1942.....	3, 033
3. Public Defense Housing in nearby Maryland and Virginia under construction or committed, to be completed in 1942.....	3, 186
4. Private Defense Housing projects in the District of Columbia under construction, to be completed in 1942, which have been granted priorities by the Office of Production Management.....	2, 927
5. Private Defense Housing projects in nearby Maryland and Virginia under construction, to be completed early in 1942, which have been granted priorities by the Office of Production Management.....	2, 909
6. Proposed defense housing for the first 6 months in 1942 in the District of Columbia locality to be constructed with public funds.....	12, 000
7. Proposed defense housing for the first 6 months in 1942 in the District of Columbia locality to be constructed by private enterprise.....	10, 000

*Schedule of defense housing in the District of Columbia completed by Public Housing authorities in 1941*

[Prepared by the assistant superintendent in charge of the school budget Jan. 6, 1942]

Name or project number and location	Number of units	Construction agency
<i>Southeast area</i>		
<b>For white occupants:</b>		
Bellevue, east by 4th St., South Laboratory Rd., west by U. S. Naval Laboratory.....	600	Navy Department.
Fort Dupont Dwellings, Ridge and Anacostia Rds.....	326	Alley Dwelling Authority.
Ellen Wilson Dwellings, I, 6th, and 7th Sts.....	217	Do.
Fairfax Village (3), Pennsylvania and Alabama Aves.....	203	F. H. A. financed.
Total number of white units.....	1, 346	
<b>For Negro occupants:</b>		
Frederick Douglass Dwellings, Alabama Ave. and 21st St.....	313	Alley Dwelling Authority.
Carrollburg Dwellings, I, 3d, and 5th Sts.....	314	Do.
Total number of Negro units.....	627	
Total number of units in southeast.....	1, 973	
<i>Northwest area</i>		
<b>For Negro occupants:</b> Kelly Miller Dwellings, W, 2d, and 5th Sts.....	169	Do.
Total number of Negro units.....	169	
Total number of units in northwest.....	169	

Schedule of defense housing in the District of Columbia completed by Public Housing authorities in 1941—Continued

SUMMARY OF UNITS CONSTRUCTED

	White	Negro	Total
Southeast area .....	1,346	627	1,973
Northwest area .....		169	169
Grand total .....	1,346	796	2,142

Schedule of defense housing in the District of Columbia committed or under construction by public housing authorities

[Prepared by the assistant superintendent in charge of the school budget Jan. 6, 1942]

Name or project number and location of construction	Number of units	Estimated date of completion	Construction agency
<i>Southeast area</i>			
For white occupants:			
Stoddert Dwellings, Ridge and Anacostia Rds.	200	Feb. 1, 1942 .....	Federal Works Agency, Alley Dwelling Authority.
Highland Dwellings, Condon Terrace and Atlantic St.	350	.....do.....	Do.
Knox-Hill Dwellings, Alabama Ave. and Hartford St.	250	Mar. 1, 1942 .....	Federal Works Agency, U. S. Housing Authority.
DC-49014, Army War College .....	50	1942 .....	Navy Department.
DC-49015, Army Air Base .....	20	1942 .....	Do.
Fairfax Village (4), Pennsylvania and Alabama Aves.	214	Feb. 1, 1942 .....	F. H. A. financed.
Bellevue Gardens, Nichols Ave. and Elmira St.	234	September 1942 .....	Do.
Total number of white units .....	1,318		
For Negro occupants: Barry Farm Dwellings, Firth Sterling Ave. and Wade Rd.			
	442	Nov. 1, 1942 .....	Alley Dwelling Authority.
Total number of Negro units .....	442		
Total number of units in southeast .....	1,760		
<i>Northeast area</i>			
For Negro occupants:			
Mayfair Apartments, Benning Rd, Kenilworth Ave. and 36th St.	416	September 1942 .....	F. H. A. financed.
Suburban Gardens, Sheriff Rd., and 49th St.	206	February 1942 .....	Do.
Parkside Dwellings, Kenilworth Ave. and Barnes Lane.	373	November 1942 .....	Alley Dwelling Authority.
Total number of Negro units .....	995		
Total number of units in Northeast .....	995		
<i>Southwest area</i>			
For Negro occupants: James Creek Dwellings, M, O, Half, and 1st Sts.			
	278	September 1942 .....	Do.
Total number of Negro units .....	278		
Total number of units in Southwest .....	278		

SUMMARY OF UNITS UNDER CONSTRUCTION

	White	Negro	Total
Southeast area .....	1,318	442	1,760
Northeast area .....		995	995
Southwest area .....		278	278
Total .....	1,318	1,715	3,033

*Schedule of defense housing in nearby Maryland or Virginia under construction or committed by Public Housing Authorities to be completed in 1942*

[Prepared by the assistant superintendent in charge of the school budget Jan. 6, 1942]

Name or project number and location of construction	Number of units	Race of occupants	Financing or construction agency
Fillmore Apartments, Arlington County	180	White	F. H. A. financed.
Barcroft Apartments, Arlington County	436	do	Do.
Arna Valley Apartments, Arlington County	600	do	Do.
Falkland Apartments, 16th St. extended, Montgomery County	500	do	Do.
Md. 18131, Conduit Rd. at west end of Cabin John	100	do	Federal Works Agency, U. S. Housing Authority.
Md. 18132, Seven Locks Rd. near Conduit Rd.	20	Negro	Do.
Md. 18121, Army Medical Center, Forest Glen	70	White	Do.
Md. 18111, Greenbelt	1,000	do	Federal Works Agency, Farm Security Agency.
Va. 44136, Alexandria	120	do	Federal Works Agency, U. S. Housing Authority.
Va. 44137, Falls Church	160	do	Do.

SUMMARY OF UNITS UNDER CONSTRUCTION

	White	Negro	Total
Nearby Maryland	1,670	20	1,690
Nearby Virginia	1,496		1,496
Total	3,166	20	3,186

*Schedule of defense housing in the District of Columbia under construction by private enterprise*

[Taken from records in the Division of Housing Priorities, Office of Production Management, Jan. 3, 1942]

Location of construction	Number of units	Date of completion
SOUTHEAST AREA		
For white occupants:		
2501-2505 N St.	37	Apr. 5, 1942
2d and Orange Sts	306	Feb. 28, 1942
3711-3715 Horner Pl.	3	Apr. 5, 1942
2918 P St	5	Mar. 7, 1942
28th and N Sts.	44	Mar. 27, 1942
Galen St. between 17th and 18th Sts.	12	Mar. 4, 1942
41st St. and Southern Ave.	60	Mar. 22, 1942
841-861 51st St.	9	Mar. 8, 1942
Fendall and V Sts.	31	Feb. 28, 1942
815 East Capitol St.	16	Apr. 5, 1942
539-549 Newcomb St.	30	Apr. 5, 1942
535-551 Portland St.		
2115 R St.	12	Mar. 7, 1942
Pennsylvania and Southern Aves.	214	Jan. 7, 1942
Total number of white units	779	
Total number of units in southeast	779	
SOUTHWEST AREA		
For white occupants:		
Forrester St.	69	Feb. 27, 1942
Galveston St.		
Total number of white units	69	
Total number of units in southwest	69	
NORTHEAST AREA		
For white occupants:		
5-9 Burns St.	3	Jan. 8, 1942
166-222 35th St.	29	Mar. 4, 1942
14th and Downing Sts	37	Mar. 3, 1942
Minnesota Ave. and Blaine St.	376	Jan. 7, 1942
Minnesota Ave. and Blaine St.	188	Mar. 1, 1942
Adams St.	62	Apr. 1, 1942
Southeast corner of Lincoln Rd. and Bryant St.	48	Mar. 20, 1942

Schedule of defense housing in the District of Columbia under construction by private enterprise—Continued

Location of construction	Number of units	Date of completion
NORTHEAST AREA—continued		
For white occupants—Continued.		
426 6th St.....	8	Apr. 6, 1942
300-330 34th St.....	16	Mar. 27, 1942
1502-1525 Queen St.....	21	Mar. 24, 1942
712-716 Kearny St.....	8	Mar. 7, 1942
1st and Webster Sts.....	72	Feb. 28, 1942
River Terrace.....	376	Jan. 13, 1942
Montana Ave. and 14th St.....	126	Jan. 17, 1942
Total number of white units.....	1,370	
For Negro occupants:		
19th and I Sts.....	248	Jan. 7, 1942
49th and J Sts.....	204	Jan. 7, 1942
Total number of Negro units.....	452	
Total number of units in northeast.....	1,822	
NORTHWEST AREA		
For white occupants:		
4520 Conduit Rd.....	41	Feb. 27, 1942
2311-2341 Montana Ave.....	16	Mar. 3, 1942
4884 Conduit Rd.....	43	Feb. 28, 1942
939 Longfellow St.....	38	Jan. 7, 1942
2700 Wisconsin Ave.....	100	Jan. 10, 1942
430 Concord Ave.....	12	Feb. 28, 1942
Total number of white units.....	250	
For Negro occupants: 415 T St.....		
Total number of Negro units.....	7	Mar. 11, 1942
Total number of units in northwest.....	7	
Total number of units in northwest.....	257	

SUMMARY OF UNITS UNDER CONSTRUCTION

	White	Negro	Total
Southeast area.....	779		779
Southwest area.....	69		69
Northeast area.....	1,370	452	1,822
Northwest area.....	250	7	257
Grand total.....	2,468	459	2,927

Schedule of defense housing under construction by private enterprise in nearby Virginia and Maryland, to be completed in 1942

[Taken from records in the Division of Housing Priorities, Office of Production Management, Jan. 3, 1942]

Location of construction	Number of units	Date of construction
Arlington County.....	520	Jan. 10, 1942 to Apr. 4, 1942.
Fairfax County.....	780	Jan. 6, 1942 to Apr. 2, 1942.
Prince Georges County.....	1,207	Jan. 8, 1942 to Apr. 4, 1942.
Montgomery County.....	402	Jan. 14, 1942 to Mar. 14, 1942.
Total number of units.....	2,909	

SUMMARY OF UNITS UNDER CONSTRUCTION

	Number of units
Virginia.....	1,300
Maryland.....	1,609
Grand total.....	2,909

## TESTIMONY OF DR. FRANK W. BALLOU—Resumed

The CHAIRMAN. We note from that that your Department budget recommendations were reduced to some \$3,000,000. What does this mean to your Department in terms of meeting the needs of the increasing population?

Dr. BALLOU. Well, some of these items that were eliminated from the Budget were in anticipation of the development of needs rather than to meet enrollments that now exist.

You will readily understand that in some sections of the city, as for example, across the Anacostia River, there are thousands of people already there, and, in other areas of the city we see a rising population scheduled, and have asked for an appropriation for land in anticipation of that. It is that type of item which is always placed in the priority list, which we submit to the Commissioners, and it is that group of items that are eliminated.

I would like to say that last year the Commissioners made a budget to meet the existing situation across the Anacostia River which is the area where we have seen a very widespread development. There are thousands of families in that area at the present time, with hundreds of children to attend school. Some of these items were recognized last year as urgent and two of them were transferred to the deficiency budget in order to make it possible to let contracts last summer. They were small eight-room elementary school buildings. They were transferred in recognition of the emergency and the contracts let shortly after July 1.

## EFFECT OF PRIORITIES ON SCHOOL FACILITIES

It was expected those buildings would be available by the middle of this year or shortly thereafter. However, there is the matter of priorities and whether we can get equipment for them. The program which was approved last year was a reasonably adequate program to meet that situation and we are now awaiting the action of the United States Office of Education on a certificate of urgency for each one of these items carried in the appropriation bill last year. That is our problem.

Our problem is to get these buildings built, for which appropriations have already been made, to meet a situation which is extraordinary in nature. There are thousands of families living across the Anacostia River. We have a compilation of each of those projects, and the number of people in those various developments. The children are already there. The most urgent problem before us is the problem of getting these buildings built and equipped.

We submitted, for example, an item for the equipment for the junior high school across the Anacostia River which is to take the junior high school pupils out of a large building which now houses both the junior and senior high school. We knew last September or October we were going to have difficulty in getting equipment. We asked the Commissioners to transfer that item to the deficiency. We are hoping still that will be done, but until priorities are decided on for the building itself we can't make any progress with that item.

All of these items are known by the Office of Education, having been referred there by me on the request of O. P. M., and we are hoping that the action may be taken soon. We have to be optimists

and we are optimistic that we shall secure a certificate of urgency from the Office of Education.

#### OPERATING SCHOOLS ON SPLIT-SHIFT BASIS

We are operating on a split-shift basis. Many of the schools across the Anacostia River are operating on double-shift programs, 3½ hours instead of 5 for elementary pupils, beginning early and closing at 4 or 5 in the afternoon.

The CHAIRMAN. How long have you been operating that way?

Dr. BALLOU. Some for more than a year, but many more are operating now than have operated that way heretofore.

The Browne Junior High School has operated that way for many years and the Anacostia Senior-Junior High School is operating on a partial double shift.

The CHAIRMAN. Does that take care of the needs of those particular localities?

Dr. BALLOU. Not wholly, because it means the curtailment of some parts of the program and you cannot operate a school effectively with a double-shift program, more pupils than can be adequately taken care of in the building.

The CHAIRMAN. Has the problem of shifting schools in the District changed considerably?

#### SHIFTING OF SCHOOLS

Dr. BALLOU. We always have in every large city, I think, and it is true in Washington, an area in the older part of the city where the schools are declining because pupils are decreasing in number. In the District of Columbia it means shifting to commercial areas, and so on.

We have a large area in the central part of the city where that is going on. We have in those areas the old buildings which are very old indeed, and we have tried to embark on a program of replacing those buildings with more modern, up-to-date buildings to provide for the current institutional program. The other developments are like the development I have indicated across the Anacostia River. In the suburban areas there are always new developments going on. Even though our population was static, we should have to have new buildings in those developments.

We are taking care of many of the pupils in the Anacostia area, including some of the area on this side of the river, in the junior and senior high schools, and will not have to have more than this Kramer High School across the river, but we cannot transport elementary school pupils long distances to schools where there might be room for them.

If the children in the Anacostia area were living in the vicinity of the schools in the central part of the city, we could house a great many of them, but it is not practicable to transfer elementary pupils of the first six grades.

We have established a kindergarten in one of the buildings at the Naval Research Laboratory in Bellevue and provided a teacher, but all the first-grade children are going by bus to buildings in the city. Now, we hope to get a building for that center under the provisions of the Lanham Act.

In addition to the fine program which the Commission has set up for us in the regular building plan and which the committees of Congress approved, we are undertaking to secure that \$200,000 for school buildings under the provisions of the Lanham Act.

Many of the buildings across the Anacostia River could not comply under the act. We were very much surprised to find that they could not. Not even the one where we were to accommodate the children of about 1,000 families that have moved there and live in temporary quarters, could comply.

So we have a list of buildings that were proposed to be carried under the provisions of the Lanham Act which are not being provided for and some of the buildings, I am quite sure, that were omitted from the District budget, will become urgent in view of the developments.

It is difficult to keep up with the requirements in the different sections of the city. To prepare to meet the situation as it now exists is very difficult. If we could do that we would rejoice.

The CHAIRMAN. Let me ask you something about your personnel problems, Doctor. On this split-shift plan of operation, do you use the same teachers?

Dr. BALLOU. No; we have two teachers occupying the same room with two different groups of pupils. That work is really intensified, trying to do in 3½ hours what should be done in 5 under normal circumstances, and the teacher has all her outside work to do. I don't think it desirable to have a teacher teach two different classes in the same day.

The CHAIRMAN. I agree with you, Doctor. Have you had any personnel problems arise as a result of the way the situation has been handled so far?

#### DECREASE IN SCHOOL POPULATION

Dr. BALLOU. We have a rather strange situation. You are talking and thinking in terms of increased population in the District but we have an actual decrease in the school population and have had each year for the last 3 or 4 years.

The CHAIRMAN. I had in mind something else, that is, teachers leaving their work to take other jobs.

Dr. BALLOU. Our teachers are not leaving us. There is no appreciable exodus from our schools. We have difficulty finding clerks and custodians and engineers. We can't keep them, particularly engineers who heat our buildings. They have to have licenses in the District. They get more money anywhere than they can get with us, and they are leaving us. We have numbers of difficulties in that regard.

The CHAIRMAN. How are you taking that?

Dr. BALLOU. We are shifting the engineers we have and reducing the personnel and expecting them to put in longer hours—that is the only way we have of meeting it. And we find that the process of getting these positions approved and cleared with Civil Service is very difficult. Civil Service does not seem to be in a position to act promptly on these requests.

I received this morning, and it is on my desk at the present time, a list of probably 8 or 10 requests we submitted last October for classifications of engineer positions which we can't clear. They have gone forward to the District and to Civil Service and they are held up until they can reach them. You have asked the question and I



am answering that the problems are not imaginary, they are real, and the difficulties are greater because the District regulations require licensed engineers for these high-pressure plants. We have great difficulty clearing them at first, and then difficulty in getting permission to employ. That is one of the somewhat casual aspects of the problem that this committee is concerned with.

Every aspect of our work is affected by the influx of people in the District of Columbia. It doesn't make any difference what work is engaged in, but it is affected by this influx of people.

The CHAIRMAN. On your previous appearance you stated your problem was a problem of buildings. I gather from what you said this morning that still is your principal problem.

Dr. BALLOU. Yes; the problem of buildings. We have large classes, especially in the colored schools. We are trying to find buildings that we can transfer to the use of colored schools beginning February 1 when the new term starts. The problem in the white schools is not so acute because we had a declining school population among the white pupils. Even though we had many new pupils come into the city, we have had the experience over a number of years of declining birth rate among the white people. It is increasing again and by 1942 and 1943 children becoming 5 and 6 years of age will increase in number, from among the District residents.

Another factor which has entered into this problem is the exodus of families from the District into adjacent Virginia and Maryland. Some of the pupils come back to school to us, but many don't, but more important is the fact that in previous years we have given work permits to 2,500 to 3,000 pupils who worked in temporary jobs and came back to school and last summer we gave permits to between 8,000 and 9,000 and scarcely one came back to school.

They were the boys and some girls over 16 years of age who got the certificates and went to work permanently and didn't return to us. We lost that number and it was not fully made up by new pupils coming in through the influx of population. Many of the families who have come in do not have children.

#### WORK PERMITS

The CHAIRMAN. For what age are you required to give work permits?

Dr. BALLOU. A pupil who reaches 14 years and has completed the eighth grade, which is normal progress, may go to work until he is 16. He gets the permit to work. He takes it to the employer and when he leaves that employment, the employer must notify us because the pupil must go back to school until he is 18. When he is 16 he only has to get a certificate showing he is over 18. That is an over-age slip the employer has to have to know the pupil is eligible to work.

The CHAIRMAN. It would be interesting to know where most of the 8,000 or 9,000 went to work last year.

Dr. BALLOU. I don't have specific information about that, but my information is that they took places in a great variety of working establishments in the city. Presumably many of them were young men who went into the draft or who volunteered for military service. That is the impression the officers have about it. We do not have a complete record about it.

The CHAIRMAN. That is all.

Dr. LAMB. Dr. Ballou, what is the requirement with respect to the schools' employees? Must they be qualified local residents?

Dr. BALLOU. Oh, no; the requirements are general requirements established and they are the same for residents of the District or residents of the States.

The people living in the States who have the necessary educational preparation to be teachers can qualify to take our examinations.

Dr. LAMB. What about your other employees, for instance, engineers?

Dr. BALLOU. The engineers must have licenses given by the board of examiners for the District.

Dr. LAMB. But they do not need to be District residents?

Dr. BALLOU. No.

Dr. LAMB. I am getting at the question as to whether that limits the Civil Service Commission in trying to find qualified people.

Dr. BALLOU. We would take residents of any place in these positions.

The CHAIRMAN. We thank you for coming here, Doctor, and we appreciate the statement that you have made. The committee will take a 5-minute recess.

(Short recess.)

The CHAIRMAN. Let the committee come to order.

### TESTIMONY OF CONRAD VAN HYNING, DIRECTOR OF PUBLIC WELFARE, DISTRICT OF COLUMBIA

Mr. CURTIS. You have the position that Mr. Bondy had?

Mr. VAN HYNING. Yes, sir—Director of Public Welfare in the District.

Mr. CURTIS. He appeared before our committee a year ago and we had a rather lengthy statement from him describing the duties and so forth, so this will be more or less of a supplemental story to what he has previously given.<sup>1</sup> We have your prepared statement and it will appear in the printed record at this point.

(The statement mentioned is as follows:)

### STATEMENT BY CONRAD VAN HYNING, DIRECTOR OF PUBLIC WELFARE FOR THE DISTRICT OF COLUMBIA

[This report supplements previous information placed on record with the Tolan committee by the Director of Public Welfare for the District of Columbia]

#### PUBLIC ASSISTANCE

The present monthly use of relief funds in the District of Columbia is at the peak of the monies available, leaving no margin to take care of any emergency situation which may arise from the laying off of industrial workers caused by Federal orders, such as the limitation on sales of tires and automobiles, and other limitations which may follow. It is conceivable that many gas station employees, automobile salesmen and tire salesmen, and others employed in industries depending upon these, will not be able to find immediate reemployment in Washington. The loss of employment caused by our defense effort should not result in suffering on the part of individual families.

The increased costs of living are increasing the hardships for families totally dependent upon relief whose budgets cannot be increased because of the legal ceiling. The funds available are insufficient to adjust relief grants to compensate

<sup>1</sup> See Washington hearings, pt. 8, pp. 3109, 3117.

for the increased cost of living. Thus, these increases hit hardest those least able to absorb them.

Relief funds in the District of Columbia have been limited for several years to the categories of old-age assistance, aid to dependent children, aid to the blind, and general public assistance to unemployables only. Until July of 1941 funds were not available for relief to families in which there was an employable person, even to carry such families for temporary emergency periods.

With the reduction in Work Projects Administration rolls in July 1941, the Commissioners recommended additional funds to take care of persons dropped from Work Projects Administration rolls who might not be able to secure other employment. This increase of \$75,000 was sufficient only to provide relief grants at an average cost of \$25 per month for 250 families.

The proposed appropriation for 1943 reduces the funds available for general assistance by \$125,000. It is hoped that the improved employment situation may make it possible for many persons now classified as unemployable to secure some work.

The appropriations for public-assistance categories in the District of Columbia for the fiscal year ending June 30, 1942, are as follows:

General public assistance (including some aid to dependent children cases).....	\$1, 025, 000
Home care (aid to dependent children).....	213, 000
Old-age assistance.....	620, 000
Aid to the blind.....	50, 000
Nonresident service.....	20, 000

The case loads as of December 31, 1941, carried under the above appropriations were:

General public assistance.....	2, 451
Home care.....	1, 060
Old-age assistance.....	3, 609
Aid to the blind.....	255

The request of the Board of Commissioners for the elimination of the arbitrary limitations in relief allowances, which are now contained in the appropriation act, will make possible a better use of the funds available in the 1943 fiscal year. These limitations are applied to all families, regardless of other resources available to them, and without regard for the total needs of the families. Their elimination will be a major step forward in the fair administration of relief in the District of Columbia.

#### NONRESIDENT SERVICE

Since the Public Assistance Division may not grant assistance to any non-resident remaining in Washington, such cases are immediately referred to private agencies. The funds in the nonresident service are available only for emergency relief, pending deportation to the place of legal residence.

In December 1941, 65 cases were rejected at the Intake Division because of lack of residence. Fifteen of these cases were referred to private agencies. The Public Assistance Division has no knowledge of what became of these families.

The lack of public funds to provide for even temporary care of nonresident cases is a serious situation, as related to defense activities. It means that persons coming to Washington seeking employment must be returned to their places of legal residence unless they have funds to care for themselves until they find work and receive their first pay.

#### CARE OF DEPENDENT CHILDREN

The Board of Public Welfare's foster care program for the care of dependent and neglected children is being seriously affected by the housing shortage in Washington and the metropolitan area. About 1,200 children are now cared for in foster homes.

The demand for space for Government workers and the higher rate of pay for the space available have cut seriously into the number of available foster homes. The boarding rate of \$20 per month is too low to pay the actual costs. It will be necessary to increase the boarding rates, in order to compensate foster parents for the actual costs, leaving out the value of the care and attention which must be given to children.

## JUVENILE DELINQUENCY

The annual report of the Juvenile Court of the District of Columbia shows a 25-percent increase in the number of delinquent cases handled in the calendar year 1941, as compared with 1940.

Commitments of adults to the jail and sentences to the workhouse and reformatory are likewise on the increase.

These increases are no greater than might be expected, when related to the increased population of the city and the extensive movement of population in and out of the Capital. The present facilities at the jail, workhouse, and reformatory will be inadequate to receive any further appreciable increase in the number of commitments.

While only a small number of the cases of juvenile delinquency are committed to institutions, the District will need increased facilities in this field, should the rate of juvenile delinquency continue to increase.

## INSTITUTIONS

The institutions affected by the defense program are the two industrial home schools, one for white girls and boys, the other for colored boys, and the National Training School for Girls, which is now used only for colored girls.

The population at the Industrial Home School for Colored Boys has now reached the maximum capacity. The population at the Industrial Home School for White Children is increasing, but there is capacity still for an additional 25 or 30 children. However, the facilities at this institution are entirely unsuitable for the care and treatment of delinquents.

The National Training School for Girls is operating at less than half of its maximum capacity, but the number of commitments to this institution is likely to increase rapidly because of the type of girls received for care.

The District Training School for Feeble-Minded Children, with a capacity of 700, is meeting only about 65 percent of the known need for institutionalization of this group.

The programs of all of the above institutions are affected by the increased population of the District, and particularly by the increase in juvenile delinquency. With inadequate facilities for the care of feeble-minded children and with inadequate training programs in all of these institutions, the District is not properly equipped to deal with an increasing load.

Dependency, delinquency, bad housing, and poor health are all spokes of the same wheel. Inadequate facilities for the care and treatment of the feeble-minded reflects promptly in the rate of juvenile delinquency. Insufficient food and clothing, coupled with crowded and unsatisfactory living quarters in poor neighborhoods, create problems of health and contribute to the lists of delinquents, both juvenile and adult. The absence from home of mothers, who are working long hours, leaves children without supervision and care and adds further social problems.

## DAY CARE OF CHILDREN

The large increase in population and particularly the demand for women in Government work have created a serious shortage of day-care facilities for the children of working mothers. Nursery schools which have never been adequate in number to meet the needs for day care for the normal population of the District are insufficient to meet the demand.

A clause in the appropriation act for the Board of Education prohibits the use of school buildings or the expenditure of the funds of the Board for the care of children 5 years of age and under, and thus eliminates from use the extensive facilities of the Board of Education in this field.

The problem is becoming further aggravated by the double and even triple shifts in some of the Government offices, which keep mothers away from their homes at hours when they would normally have completed their day's work.

Facilities are badly needed, not only for the care of children under five, but for the after-school care of children of all ages, in order that their parents may be free to work in defense agencies.

Similarly, the shortage of domestic help indicates the need for providing day care for the children of domestics, in order that they may be available for service in the homes of Government workers.

## SPECIAL PROBLEMS

The large number of single men and women living in rooming houses where there are no facilities for board has created a special problem which must be dealt with immediately.

Workers who are ill cannot be left alone in their rooms in a strange city and among strangers without food or attention. Coworkers are staying away from their jobs to take care of their friends, thus doubling up on the loss of time to the Government agencies at a time when every worker is needed.

The provision of food and care for these employees living alone in rooming houses is one of the exigencies of the present.

The Commissioners of the District of Columbia and the Board of Public Welfare are planning a reorganization of the public welfare program in the District of Columbia, which, when completed, will result in many improvements.

The major needs are for an over-all analysis of the public welfare program, properly relating the programs of the Public Assistance Division, the child caring agencies, and institutions. More adequate supervision and a better analysis of the entire program are essential in order that the resources of the Nation may be spent in productive effort. The rehabilitation of all the persons who can be rehabilitated must be the keynote of the program.

## RECREATION

While Recreation does not come under Public Welfare, it does come into the Defense picture, and the writer is therefore, including the following statement in his capacity as Chief of Voluntary Participation of the District of Columbia Defense Council in order that this important subject may be brought before the committee.

As Commissioner Young has pointed out, recreational facilities must be provided for the one hundred thousand or more people who have recently come to the District of Columbia, and for service men from the various camps in the vicinity of Washington who spend their free time in the city. Recreation needs include building space for clubs, services for entertainment, dances, games, indoor and outdoor sports, additional lodging facilities, and development of commercial recreation. These types of services and more, need to be provided for groups of white and colored, civilians and military, and for Federal employees who work on different shifts in the 24 hours. In addition, there is a need for providing better recreation opportunities for the thousands of new school children who have come into the city and where the usual school recreation facilities are overcrowded.

The report made to the Tolan committee in March 1941, as to limited facilities, has not changed. The pressures for meeting these demands has increased. Some progress has been made in providing facilities, but additional appropriations and staff are needed to anywhere near adequately meet the situation.

There has been a gradual decline in the services available through the Community Center and Playground Department because of insufficient funds. Efforts are now being made to secure additional appropriation for this department and to broaden the scope of its program so that it might make a greater contribution to the total program of recreation in the District of Columbia. Recreation facilities usually carried on by this department in cooperation with the park facilities have been reduced greatly because of the emergency war program. Fifteen softball diamonds, approximately 18 tennis courts, a gold course, a golf driving range, and one of few swimming pools, have been removed from the parks area because of the installation of military equipment. The recreational activities in the parks areas which have been supported, chiefly by Work Projects Administration and National Youth Administration, have been reduced and there has been no means of providing additional staff.

Private facilities have stretched their capacity in attempting to make room for the activities of the defense program.

As a result of the combined drive of the District of Columbia and the National United Service Organization, funds have been made available to thirteen private agencies to extend their services, and to increase their supply of physical equipments.

Private agencies participating in the extension of their services to make room for the activities of the defense program include:

1. Young Men's Christian Association which provides entertainment for service men over the week-end for approximately 600, giving sleeping accommodations in their gymnasium to 50.

2. Young Women's Christian Association (white). Has greatly extended their regular activities with special entertainment over the week-end with the highest capacity of 600.

3. Young Men's Christian Association (colored). Has had its staff increased, has extended its athletic and entertainment programs over the week-end, but has no additional lodging facilities.

4. Young Women's Christian Association (colored). Has increased its staff, has enlarged its program for week-end entertainment for service men. Additional lodging room is acutely needed, particularly for the group of colored girls who are now being employed in the various Government departments.

5. The Salvation Army has made available considerable space for entertainment purposes for service club activities, but lacks the staff to keep the program in continuous operation.

6. The Jewish Community Center has increased its facilities for entertainment programs, particularly to the civilian population, to the capacity of one thousand.

It is obvious that such expansions as could be made of the private agencies are not sufficient to take care of the increased demands for recreation in this community. Special provision has been made to supplement activities of the public and private groups by the formation of the Recreation Services, Inc. This Corporation, working under the Recreation of Committee of the Defense Council of the District of Columbia, has, through the cooperation of the Federal Security Agency and the Federal Works Agency, established a recreation club for service men and defense workers at Ninth and Pennsylvania Avenue NW. An additional center of this kind is to be established at the Banneker Field House for colored military personnel and defense workers. Other services are contributed through use of personnel and participation in planning and developing a total recreation program.

The Soldiers, Sailors, and Marine Club has maintained active programs of recreation and lodging on a permanent basis for military personnel. This Club has an approximate bed capacity of 190 which is stretched to 250 by spreading blankets on the floor.

It should be mentioned that a large number of the churches in this city are actively cooperating in lending the use of their church halls and parish houses.

In spite of the progress made in the above public and private agencies for expanding recreation services to the District of Columbia, the need has been far from met. Because of this condition, some undesirable methods and programs of recreation have been developed which are destructive as to morale, and, in some instances, might be considered vicious. This applies particularly to the development of penny arcades, cheap commercial so-called recreation centers, small beer halls, and similar establishments.

Some of the important needs which would greatly relieve the present situation as to inadequate facilities are:

1. Lodging.—(a) This service is needed particularly for colored men and women. Based on reports from the directors of the Young Men's Christian Association and the Young Women's Christian Association, additional facilities for at least 300 men and 300 women are imperative.

(b) A recreation center for white women with a capacity of at least 700, to be erected somewhere near the Union Station. The Young Women's Christian Association has offered its cooperation in servicing this center.

(c) Lodging facilities in temporary buildings of the barracks type is needed for at least 1,500 men. This should be located in the downtown area and of temporary structure.

These particular facilities are the consideration of a housing group, but it should be emphasized here that their need is urgent.

2. Recreation centers.—The immediate needs of recreation can be partially met on a very well considered basis by the establishment of the following facilities:

(a) A recreational club for men and women at 1517 R Street NW., with expenditure of approximately \$51,800. This facility is centrally located and is ideally set up for club and individual activities.

(b) The Kirk estate, a piece of property located at Thirty-second and Dumbarton Avenue NW., formerly used by the Dumbarton Athletic Club could be used as a center. These buildings are located near a large park area which has an outdoor swimming pool, and is near two tennis courts and other facilities now owned by the National Capital Parks. These facilities would be excellent as a demonstration unit in coeducational recreation and could house a large number of hobby groups. This facility will cost approximately \$38,500.

(c) A type D building of permanent construction on park property near Bolling Field and the Naval Reserve air base. Such a building would serve the military population of these installations as well as the nearby emergency housing units. Construction would cost \$68,000.

(d) If the Salvation Army should give up its present Service Club at 606 E Street N.W., as is now contemplated, that present building could be rented for \$10,000 a year and could be operated by the Salvation Army.

There are a number of other specific points at which the recreational needs of the District should be considered. A recreational program should include the preschool child and the new school population of approximately 10,000 children. Facilities of the regular school system are either not available or are inadequate. The recreational needs of people employed in the new War and Navy Departments buildings have received no consideration. It should be pointed out that the remedies suggested above are being considered for the needs of the present population and have not taken into consideration specifically the increasing influx of people into the city.

A total program of recreation with consideration of all possible existing facilities and plans for extensions of these services, together with a current study of the increasing problem, is receiving the attention of the Recreation Committee of the District of Columbia Defense Council.

### TESTIMONY OF CONRAD VAN HYNING—Resumed

Mr. CURTIS. Briefly, under what specific administrative authority does your office operate?

Mr. VAN HYNING. Our office is under the Board of Public Welfare, which is a board of nine citizens appointed by the Commissioners, serving voluntarily without pay. Our department is partially responsible to the Board—that is, it is actually responsible to the Board but also directly responsible to the Commissioners in the matter of appropriations and appointments of staff and current administrative details.

Mr. CURTIS. You call it the Department of Public Welfare?

Mr. VAN HYNING. No; we call it the Board of Public Welfare. It is not a department actually. It operates under separate appropriation for each unit.

Mr. CURTIS. What are the various divisions of your Board?

#### BOARD OF PUBLIC WELFARE

Mr. VAN HYNING. The units are the General Public Assistance Division, which includes the three categories under the Security Act, Old Age Insurance, Aid for Dependent Children and Public Assistance; a foster care division for the care of dependent children in foster homes, which has about 2,000 children under care; and the protective service, for the prevention of delinquency, working with children and with the court; three institutions for children, the Industrial Homes, the National Training School for Girls, the District Training School for Feeble-minded; the Home for the Aged and Infirm; receiving home for delinquent children pending their care by the court; and three penal institutions—the jail, workhouse, and reformatory; and several smaller miscellaneous services, such as deportation of nonresident insane and the administration of appropriations to private agencies, which is largely a check on the proper expenditure of public money.

Mr. CURTIS. You mentioned the various penal institutions. Which one of those receives women criminals?

Mr. VAN HYNING. The jail and the workhouse. The jail is, of course, for immediate commitment of persons awaiting trial or for

very short sentences and the workhouse has the women's division where there is a work program for women.

Mr. CURTIS. Do you have any difficulty at present in obtaining personnel?

#### PERSONNEL TURN-OVER

Mr. VAN HYNING. Yes; a great deal of difficulty. Take the penal institutions, particularly at the moment. We have had a heavy turn-over both in guards and industrial workers in our industrial program which requires the employment of machinists and shop foremen, and so forth. We are losing a great many skilled workers to defense work and we also have difficulty because we can't compete with Federal salaries. Our turn-over to other institutions, to the police force, and so on, is quite large.

We now have about 80 guards who are on the list for the draft and we are very much worried about how to replace those who are called into military service. Also, the residence requirement in the District has pretty well limited us to the District or the area immediately surrounding a penal institution. We have not been free to go anywhere for personnel.

Mr. CURTIS. Your salary schedule is lower. Is there any other difference between your employees and other civil-service employees?

Mr. VAN HYNING. In our social work, for example, public assistance, our salary level is lower there than the Federal standard. It is a \$1,620 minimum salary, going up to \$1,800 and \$2,000. We had a turn-over in the social-work group of some 40 percent in the year 1940. That was largely because of losing members of the public assistance staff to other District agencies paying higher rates of salary, and also to the Federal agencies. Our turn-over was excessive.

Mr. CURTIS. Have you any other duties in the District besides supervision of the Welfare Department?

Mr. VAN HYNING. Chief of the Voluntary Participation Division of the District Defense Council.

#### VOLUNTARY PARTICIPATION DIVISION

Mr. CURTIS. What is the function of the Voluntary Participation Group?

Mr. VAN HYNING. To coordinate existing resources in the community, such as private and public agencies and individuals. First, to study the resources; then, if there is a need in excess of local facilities, to present, through appropriate channels, a request for additional facilities.

For example, we will organize an over-all committee on public health, venereal diseases, and hospitals. Care of children is important at the moment as well as general provisions for relief. Also, we plan to include Dr. Ballou and others on an over-all committee to study the school situation.

The first job is to study the situation, and the second to plan ways of dealing with any deficiencies discovered.

The voluntary participation division breaks down into two headings—one health, welfare, housing, and education, and the other, business services and supplies, such as transportation, communication, waste prevention and salvage, and so on.



Mr. CURTIS. What percent of the District population is on relief?

Mr. VAN HYNING. The number on direct relief and categorical assistance programs, in round numbers, is about 8,000 families. W. P. A. has around 3,000 to 4,000. Were you thinking just of official public relief? Eight thousand families in a population of 700,000 would be about 4 percent.

Mr. CURTIS. That is 8,000 heads of families?

Mr. VAN HYNING. I think the figures were gathered last summer and showed about 22,000 families on relief rolls and W. P. A. relief, which would be from 7 to 8 percent for all types of relief programs.

Mr. CURTIS. What percent of the population is Negro?

Mr. VAN HYNING. 27 to 28 percent as I have heard the last figures.

#### HOUSING FOR RELIEF CLIENTS

Mr. CURTIS. Do you experience difficulty in obtaining housing for your relief clients?

Mr. VAN HYNING. There has been some difficulty in the last few months and prior to that. The reports from our workers show that the increase in rental is more in those low-rate rentals than in the higher rentals. It is difficult to allot more for rental. We have not found as much difficulty in finding space for them to live in as we expected. Apparently the demand for the kind of housing our relief clients use isn't very much greater.

Mr. CURTIS. In other words, the employed people coming in have the demand?

Mr. VAN HYNING. Our relief clients occupy quarters renting at \$12 to \$25 a month, and in some cases a little higher.

Mr. CURTIS. What percent of relief is paid out in rent?

Mr. VAN HYNING. I am sorry but I haven't that figure. I can submit it for the record.

Mr. CURTIS. You will supply it, please?

Mr. VAN HYNING. Yes.

Mr. CURTIS. Are there many evictions in connection with housing and relief?

Mr. VAN HYNING. Yes. But there has been set up in the last year a rental consultant in the landlord and tenant court to deal with that problem. The number of evictions of persons, particularly in the low income group, has been pretty high. The number of cases heard in that court has been about 20,000 a year. They are not always relief cases, but we have set up this landlord-tenant court consultant.

We find it difficult to take care of individual cases of eviction. The volume isn't large, but our ability to take care of a given situation very often makes it serious.

Mr. CURTIS. What is the procedure in the District? The court orders someone out of the premises and then what happens?

#### EVICCTIONS

Mr. VAN HYNING. The court orders them out and they appear and ask for an extension of a week or 10 days, and generally those extensions are granted and in the meantime some agency may attempt to work the problem out, particularly since the consultant has been in the court to call cases to the attention of agencies.

Mr. CURTIS. I am asking about the case where no compromise has been reached and all the time is gone and the day and hour arrives for them to get out.

Mr. VAN HYNING. The marshal goes to the house and sets the furniture out on the street.

Mr. CURTIS. Then what happens?

Mr. VAN HYNING. If it is a case that we, as a public agency, can handle within our regulations, we find a place for them right away. Generally they have to go to a private agency. Another place is found for them and we move the furniture. A person who has been evicted for nonpayment of rent has a more difficult time getting another place because his rent record is bad.

Mr. CURTIS. Usually a private agency takes care of them?

Mr. VAN HYNING. Usually.

Mr. CURTIS. Suppose night comes and no private agency has taken care of them. What happens then?

Mr. VAN HYNING. I don't know of any such situation.

Mr. CURTIS. In other words, it is a tough job but it somehow gets done?

Mr. VAN HYNING. Yes.

#### TYPES OF PERSONS SEEKING RELIEF

Mr. CURTIS. Mr. Bondy told us quite a bit about the nonresident problem in the District. Has there been any appreciable change in that problem today?

Mr. VAN HYNING. No. We have been very surprised that there has not been increased pressure. We made a little study in the last few months and the figures showed that 65 nonresident families applied for relief in December. We have no provision for those nonresidents, so they were referred to private agencies. Fifteen of them went to private agencies.

Our records of applications of nonresidents for service, to whom we can only give temporary relief and then deport to the place of residence, show no appreciable increase. Our lodging house, which has a capacity for about 45 men, has been occupied at 90 percent capacity.

Mr. CURTIS. The recent newspaper publicity as to the jobs and people coming in has not affected you in that way?

Mr. VAN HYNING. No. We feel, however, that there is a gap in the situation, which is pretty serious. Our nonresident service finds that a great many people coming here come not to make an official request for relief, but come to say they have a job and will be paid in 2 weeks but haven't enough money to carry them over. The request is usually for a loan of money until pay day.

We have been able to deal with those situations only by determining whether the man has a job and giving him that certification and getting him credit in a rooming house or hotel on that basis. Through that service we have done a great deal of work, but in some instances that might not meet the need. It is rather surprising that there aren't more of such cases.

Mr. CURTIS. Mr. Bondy spoke of the great numbers of mentally and emotionally unbalanced people that for various reasons came to the Nation's Capital. I assume that he was not referring to the

Communists, but aside from that, has the war caused a greater influx of such characters?

Mr. VAN HYNING. I have not made a study of that but our service for deportation of nonresident insane has not shown any appreciable increase. I can also do a little research for the committee if you would like to have that filed.

Mr. CURTIS. I think the two classes he had in mind were inventors and disabled people, perhaps veterans, resulting from illness, who came here to get personal attention for their case from the Government.

Mr. VAN HYNING. The Soldiers and Sailors Home—we do have an appropriation for that agency which is private—has had some increase in the number of veterans coming to Washington, but they have not exceeded their capacity.

Mr. CURTIS. Does the District have a psychiatric service at this time?

Mr. VAN HYNING. We are unfortunate in not having a single public agency doing psychiatric service for this whole group. That includes work for children, who would benefit greatly by psychiatric study. There are some private clinics that give what service is given.

Mr. CURTIS. Has any plan been made for instituting such a service in the District?

Mr. VAN HYNING. The request was made by the Board of Public Welfare 2 or 3 years ago—I am not sure about the time—for a clinic at a cost of \$50,000 annually, and it was decided next year that it should be in the Health Department and they then submitted it the following year.

As I remember the figures, the appropriation request was reduced to \$15,000 and was then eliminated in the last presentation of the budget, so that the efforts there have been completely ineffective.

Mr. CURTIS. What do you mean by a foster home in connection with your work?

#### FOSTER HOMES FOR CHILDREN

Mr. VAN HYNING. A foster home is simply any ordinary family home in which there is a mother and a father who perhaps have some children of their own, or who are childless, but in which the parents are interested in children and are willing take in a child who needs care. The cost of the care is paid for by the agency.

Mr. CURTIS. Is that a temporary proposition or for a certain number of hours a day or—

Mr. VAN HYNING. When we speak of foster homes, we mean full 24-hour care and some foster homes are set up to give care for children which we expect will be under our care only a few weeks or months. Others are permanently under our care, and we are faced with finding a foster home where they will stay until they are of age. In many instances they become a part of the family and to all intents and purposes they are their own children. But the larger groups may stay a year or two until some adjustment in their own family situation makes it possible for them to get back to their own family.

Mr. CURTIS. Have those been successful?

Mr. VAN HYNING. Yes; it is a system which is nationally used. It is a substitute for the old institutional care, on the theory that if we accept the idea that a home is the best place to raise children, that a

boy or girl should be raised in his own home with his parents, it is more important for the child who has been deprived of his own home to be in the home atmosphere.

Mr. CURTIS. Do you have difficulty in making what you feel is a reliable and accurate check upon the prospective home?

Mr. VAN HYNING. We don't have difficulty in making the original check but it is very important that the first determination as to whether this foster home is a proper home, whether its motives, for example, are purely financial, or whether it is looking for a child of adolescent age only to help with house work or farm work. Those things have to be checked very carefully. What we call our original intake investigation is very thorough.

Mr. CURTIS. Who conducts that?

Mr. VAN HYNING. It is under the Foster Care Division, which is staffed with a superintendent and a couple of supervisors and 35 or 40 workers.

Mr. CURTIS. It is done by professional workers?

Mr. VAN HYNING. It is done by professional workers. Now, we do have a shortage of staff to keep up with the proper supervision of those foster homes.

Mr. CURTIS. Do you have enough foster homes?

Mr. VAN HYNING. Not enough to quite fit the needs of every child. We sometimes have to put them temporarily in one place until we find the place that we think is ideal. The foster-home program is affected by the defense situation because, as the demand for rooms increases, anybody who has any difficulty about finances can rent the room for more than the board of one child, and get as much money for room rent as they get for the entire care of the child, so that has made the situation very difficult. It is difficult to find new foster homes both in the city and in outlying areas.

Mr. CURTIS. What are the age limits of children sent to foster homes?

Mr. VAN HYNING. Children are committed to us generally up to 18 years but we seldom get commitments of children for foster care over 16, unless there is a delinquency charge included. The average age of our foster-care children is going up. The largest group are 10 to 12 at the present time. I can also submit that schedule.

Mr. CURTIS. What is the youngest age?

Mr. VAN HYNING. We may get them at any age. We may get them as babies. We have foster homes to take care of babies 2 or 3 months old.

Mr. CURTIS. And there is no shortage of those?

Mr. VAN HYNING. No shortage, although it is always desirable to have a reserve list in order to fill any extra demands.

Mr. CURTIS. What I mean is, more homes are willing to take the tiny infants than the older children?

Mr. VAN HYNING. Yes. Our greatest difficulty is finding the proper places for the adolescent children, who are more difficult to handle and whose habits are already formed, whether it is institutional or foster care.

## ASSISTANCE FROM FEDERAL GOVERNMENT

Mr. CURTIS. In this foster home service, what assistance do you get from the Federal Government?

Mr. VAN HYNING. We get \$10,000 a year from the Children's Bureau which we use in foster care, and in the Protective Service Division. I think we have two or three workers.

We particularly have used that money to build up our intake service in the Foster Care Division. The rest of it is being used to partially staff the Protective Service.

Mr. CURTIS. And the weekly or monthly care that you pay comes from the District of Columbia budget?

Mr. VAN HYNING. Yes. There is no reimbursement from any Federal source on that.

Mr. CURTIS. That is how you pay your investigators?

Mr. VAN HYNING. Yes. They are also the local staff except the two or three that are on the Children's Bureau money.

Mr. CURTIS. Have you a municipal lodging house?

Mr. VAN HYNING. Yes, available for between 40 and 45.

Mr. CURTIS. Is that available for service men?

Mr. VAN HYNING. Yes, as is also the Soldiers and Sailors Home.

Mr. CURTIS. Who operates that?

Mr. VAN HYNING. The lodging house is operated by our department.

Mr. CURTIS. I mean, the Soldiers and Sailors Home.

Mr. VAN HYNING. I am not sure that I am clear as to the organization, but it is tied up with the veterans' organizations and they have an appropriation that comes through, or money for part of their staff and part of their upkeep. The maintenance of grounds, and the institution itself is paid partially from other funds.

## DAY NURSERIES

Mr. CURTIS. What is the situation as regards day nurseries, as contrasted to foster homes? Is that a problem of the relief department?

Mr. VAN HYNING. Well, it is a community problem which is particularly serious now.

We are putting pressure on everybody to get a job and get them off relief. If we have a person who can work as a domestic there comes a line beyond which you can't say to this woman, "You go to work and leave your children on the streets," because then we are creating problems of delinquency by leaving children unsupervised.

The larger problem is in the number of new people coming to Washington, among whom are a great many women who have brought children with them. We had one example of a woman who arrived here at 3 o'clock in the afternoon with three children, all young, and she wanted to go to work the next day, and she wanted a nursery school to place the children in. The nursery schools have not even been adequate for the District in normal times.

Mr. CURTIS. Is there a shortage, so far as your department workers know, of free nursery schools, as contrasted to those schools desired by clients who may be able to pay a normal price themselves?

Mr. VAN HYNING. The shortage in volume is larger than the group who can pay all or part of the cost of nursery care. The school system, which normally would be the place from which you might expect to get some help, is limited under the appropriation act. No public-school buildings or funds can be used for the care of children under 5 years of age, so the resources in terms of space are not available for the nursery-school group. They could be used for the after-school care of older children.

The day-care problem which we have now covers all ages of children of the parents who are at work. The double shift of Government workers is keeping women away from home at hours when they normally would be at home, so the hours of care have to be extended up to the late evening.

Mr. CURTIS. You don't know how many women are employed by the Government in Washington, who have children of the preschool age?

Mr. VAN HYNING. No. It is a figure that it is almost impossible to get, but we are working through the civil service and personnel directors of each agency to have them report the employees they have, who have brought the problem to them. And, also, we are taking all applications and recording them, in order to build up information on the situation.

Mr. CURTIS. That is all.

Mr. VAN HYNING. Mr. Chairman, may I say one thing? The subject of recreation has not been covered in this hearing and I wanted to say something about it in my capacity as chief of voluntary participation and not as director of public welfare.

Would you like to go into that at all?

The CHAIRMAN. We should be glad for you to do so briefly.

#### SERIOUSNESS OF RECREATIONAL PROBLEMS

Mr. VAN HYNING. The recreational problem is probably the most serious thing, as related to the defense program. Facilities for recreation for the very largely increased population are not adequate, of course, because they have not been expanded and not only have they not been expanded but, in the National Capital program something like 25 soft-ball courts and 10 or 15 tennis courts and several golf ranges, and so forth, have been withdrawn for military programs, so those facilities are lessening rather than increasing as the population grows.

The public recreation service has been handicapped by lack of funds and pending legislation. A large part of its program depended on W. P. A., which was providing the staff. As the W. P. A. staff is reduced, the workers must be replaced by others.

And another angle is the problem of recreation for service men coming into town for leave, evenings or week ends, and also the problem of providing recreation for the men at camps. All of these are being dealt with through the recreational services and the defense council committees, but not adequately at present. New recreation centers are being constructed from some Lanham Act money which has been secured through Recreational Services, Inc., a private agency. I would like to submit for the record, if I may, some of the reports in connection with that.

## INCREASE IN JUVENILE DELINQUENCY

Dr. LAMB. I understand from one of the papers submitted that juvenile delinquency in the District has increased 25 percent in the last 12 months.

Mr. VAN HYNING. That figure, which I got officially, shows a 25.6 percent increase in the number of juvenile cases handled in 1941 over 1940, for each calendar year. The only explanation we can give is that the population has increased 18 percent, which would parallel that much of an increase, and also that with a moving population we might expect more delinquency and with no increase in personnel to handle the situation, we might expect more delinquency because we are unable to handle it properly.

Dr. LAMB. With respect to your two jobs; do you find that your voluntary participation job is sufficiently closely tied to your other job so that it facilitates your doing the second, or do you find it such an additional burden that it is rather difficult?

Mr. VAN HYNING. It would not be such a difficult burden if it were possible to get a few staff members to assign to develop various angles of it. The general community organization job, which this is, is not foreign to the general field of public welfare. In the specific field of education, for example, this division's responsibility would not be in the technical aspect, but organizing the technical people to do the things that were necessary. So if you look at it as a community organization job, it is not foreign to the concept of public welfare nor to our experience, but it would be better done if we had a few more people to help.

Dr. LAMB. It has hitherto been not only voluntary participation on the part of the general public, but voluntary participation on the part of the people who were staffing it?

Mr. VAN HYNING. That is right, and we lack the things that make the job easier. For instance, we have no research division or personnel division or provision for collection of statistics. We are short of material that would have made this job easier.

Dr. LAMB. I should think the District would be more seriously affected by that than almost any city in the country, with the exception of places like San Diego, where the population increase has been even more rapid and larger.

Mr. VAN HYNING. Yes. I think the situation is more along the line of San Diego and Hartford in all of these problems.

The CHAIRMAN. Thank you very much, Mr. Van Hyning. We appreciate your appearing here.

(The following material was submitted by the witness subsequent to the hearing and accepted for the record. The tables show numerous withdrawals of recreational areas and playgrounds from use by the public. Some of the areas are being used as sites for temporary Government buildings, others are being given over to other governmental uses. An accompanying map is held in committee files.)

*Recreational area and playground withdrawals*

Lincoln recreational area, reservation 19 (upper part of area), 6th and L Sts. SE.	2 horseshoe courts, 1 softball field, 1 football field, 2 tennis courts, 1 basketball court.
Polo field (West Potomac Park)-----	1 lacrosse field, 8 softball fields.
3d and Maryland Ave., recreational area	7 tennis courts.
4th and Maryland Ave. recreational area	2 softball fields.
Anacostia recreational area, section C---	2 baseball fields, 2 football fields, 4 horseshoe courts, 1 softball field, 4 tennis courts.
26th and Constitution Ave. recreational area.	2 softball fields.
Tourist camp area, 14th St. SW-----	24 tennis courts, 5 softball fields.
Jefferson Memorial area (West Potomac Park).	2 softball fields.
Georgetown playground, 34th and Volta Pl. N.W.	2 tennis courts.
McMillan playground, 1st and Bryant Sts. N.W.	2 softball fields, 8 horseshoe courts, 2 tennis courts.
Rock Creek area, 16th and Kennedy Sts. N.W.	4 softball fields, 1 baseball field, 1 badminton court, 2 volleyball courts, 2 roque courts, 10 tennis courts, 1 hockey field, 1 football field, 1 touch football field.
Reno Reservoir-----	4 tennis courts.
East Potomac Park (probable withdrawal).	3 nine-hole golf courses, 1 swimming pool, 1 driving range, bicycling facilities.

Type	Number	Partici- pants, esti- mated 1942 use	Type	Number	Partici- pants, esti- mated 1942 use
Softball-----	27 fields...	135,408	Horseshoes-----	14 courts...	4,200
Football-----	5 fields...	924	Tennis-----	55 courts...	132,000
Baseball-----	3 fields...	7,720	Roque-----	2 courts...	620
Hockey-----	1 field...	50	Basketball-----	1 court...	750
Lacrosse-----	1 field...	1,320			
Badminton-----	1 court...	550	Total-----		283,782
Volleyball-----	2 courts...	240			

The 283,782 figure does not include the thousands of spectators who attend the various activities which are being conducted.

If East Potomac Park is withdrawn, the estimated use will approach an approximate 1,000,000 participation. This is also exclusive of the passive types of recreation in which the figure would probably be at least doubled.

Mr. ARNOLD. The next witness is Mr. John Ihlder, of the Alley Dwelling Authority of the District of Columbia. Mr. Ihlder has submitted a statement which will appear in the record at this point.

(The statement referred to is as follows:)

STATEMENT BY JOHN IHLDER, EXECUTIVE OFFICER THE ALLEY DWELLING AUTHORITY FOR THE DISTRICT OF COLUMBIA

WASHINGTON'S HOUSING SHORTAGE AND THE PROGRAM FOR NEW CONSTRUCTION

Housing conditions in Washington today are a definite handicap to the Nation's war effort, and, unless they are improved, may cause a disastrous check to that effort. House and room overcrowding here have reached menacing proportions. An epidemic, such as that of 1918, would be much more serious than a major military defeat.

These facts are evident to anyone who takes the trouble to look. They are evident to anyone who listens to the stories of those who have tried to find a house, an apartment, or a hotel room. The crowds that pack the Union Rail-



road Station are merely more evident than the cots in the ballrooms of hotels; the crowds that fill our downtown streets are merely more evident than the overcrowded condition of in-town lodging and boarding houses.

#### DEFENSE HOUSING REGISTRY

Statistics on these conditions are available and the Washington Housing Association has assembled them for the benefit of those who wish statistics as a basis for action. But even more clearly indicative are figures from the Defense Housing Registry.

This registry was established in March 1941, under the District of Columbia Council of National Defense, to serve the thousands of persons brought to Washington because of governmental activity. The Registry's task increased rapidly until it outgrew its present quarters, despite the fact that it is open 12 hours a day during the week, and from 9 to 5:30 on Sundays. Next week it will move into larger quarters in a new temporary building erected on the little public park at Pennsylvania Avenue and Fourteenth Street.

When it began, some of the Registry's sponsors believed it could meet the needs of newcomers by pooling all information about vacancies, so preventing waste of time and effort in calling at many offices. But soon it became evident that all available vacancies, so far as houses and apartments are concerned, were utterly inadequate to meet the needs even of white applicants. For Negroes the Registry has been of little service because of lack of listings, not lack of applicants. Yet somehow the Negroes, brought here for Government service, have been absorbed by the already overcrowded Negro community. Among the results of this will be not only decreased efficiency but increased disease. We are adding another cause for the high Negro death rate.

Of course these conditions were foreseeable. In the spring of 1940 the Alley Dwelling Authority was informed of the difficulty experienced by navy-yard employees in finding suitable houses. In July the Authority proposed to build 1,600 dwellings for the families of new civilian workers at Government munitions plants. But the funds then available were expended elsewhere on the plea of greater need. Within a year the need here became so evident that a much larger program was started. And now we are forced to expand that program.

An added item in Washington's housing problem is presented by the soldiers in nearby camps who spend their week ends here. During the summer tents and vacant college dormitories provided shelter for them. But no adequate permanent means of lodging them has yet been proposed.

From the beginning of the Registry's work there has seemed to be an adequate supply of single rooms—householders having responded generously to the appeal to make spare rooms available. The supply of rooms was further increased by action of the Zoning Commission in liberalizing, for the duration, zoning restrictions against roomers or lodgers in residential areas. But this increase of supply is chiefly in outlying sections, comparatively remote from places of employment and increasingly difficult of access by our overburdened transit system.

From the beginning there has not been an adequate supply of vacant houses and apartments. Early in the Registry's history it had more than 800 houses and apartments listed. That is a very small number for a city of this size, but when I checked up last Saturday afternoon it had shrunk to only 83. In a city of approximately a million people this figure is practically zero. None of the houses or apartments now listed rent for \$50 a month or less. Houses, when available, begin at \$75 and go up rapidly. The cheapest dwelling offered is an occasional three-room duplex (two-story, four-family house) the shelter rent of which is \$39.50. The tenant then provides heat, gas, and electricity in addition.

#### EXTREME SHORTAGE OF DWELLINGS AND APARTMENTS

In the earlier months of the Registry the Alley Dwelling Authority inspected all dwellings and apartments offered for \$50 a month or less, in order to assure that they were habitable before the Registry listed them. But the number offered rapidly decreased and now there are none to inspect. If an occasional one is listed, it is rented before an inspector can get to it. It should be emphasized that at no time have there been any appreciable number of dwellings or even rooms available for Negro occupancy.

But the number of applicants has steadily increased. There now are from 100 to 150 a day. At the time of my check on Saturday there were 30 persons at the desk, and 10 more came in while I was getting my information.

A difficulty in making a program to meet our local housing needs is the impossibility of foretelling how many families or how many single persons should be provided for 6 months hence. Decentralization of Government agencies has caused some to move away; but a greater number have moved in.

Population is keeping ahead of new construction. According to a Work Projects Administration survey the population increased by 51,700 persons between October 1, 1940, and November 1941. The great majority of these were married couples without children, or single persons, the statement being that the 51,700 persons constituted 36,300 "families." The District Assessor's office says that on July 1, 1941, there were 104,082 single family houses here. This does not include apartments. The Bureau of the Census says that in April 1940, there were 101,950 housing structures containing 185,123 dwelling units. Compared with population growth that is very small, even allowing for the omission of apartments in the later figures. Of course there must also be subtraction of dwelling units because of apartment houses taken over for offices by our Government and by the British commissions. These probably total well over 1,000 dwelling units.

A second difficulty in making a program to meet our housing needs lies in the fact that the construction of dwellings takes time. Three thousand families may come to Washington in a month, but 3,000 dwellings cannot be built for them in that month.

#### WHY DEMOUNTABLE HOUSES ARE NOT DESIRABLE

Temporary demountable houses would not meet the situation. Even if the factories were to turn out a sufficient number of prefabricated units overnight it would be impossible to service them with streets, water mains, and sewers. It takes longer to install these utilities than it does to build permanent houses. And more than that, there is not sufficient money now available to pay for the required utilities. I am informed that there is not even any money to pay for a short access street to one of the defense housing projects that is nearing completion and is already partially occupied.

This matter of utilities often is overlooked when discussing a housing program, though it is perfectly obvious that houses in a large city are not habitable unless they have water and sewer connections. Nor are they accessible unless they have streets leading to them. Washington has kept well abreast of normal needs in this respect, but the present increase of population was not anticipated when the present budgets were made. And even if it had been, the local budget could not have provided for it. I believe that no detailed estimates have been made, the emergency has come upon us too suddenly, but it is probable that servicing the dwellings required for war workers will require approximately a million dollars for extensions to the water service and nearly as much for sewers. Street extensions will call for further funds. While these are very loose estimates they indicate that the construction of houses alone is not enough.

Demountable houses, therefore, give little promise of saving time. Nor do they give promise of saving money, for they cost as much or more than permanent housing. The argument for them is that they can be moved to another community when the emergency is over. But if they are moved away, they will leave behind them the streets, water mains and sewers built to service them, not to speak of empty schoolhouses. Unless these vacated sites are utilized by the erection of other houses to take the place of those moved away there will be a very impressive waste, not only of buried capital but also of buried critical materials. We cannot afford this waste of materials.

#### SHOULD BE NO FEAR OF OVERBUILDING

Fear sometimes is expressed that Washington may be overbuilt, that at the end of the emergency population will shrink and we shall have many vacant houses. Unless there is large-scale and permanent decentralization of the continuing Government agencies, leaving only the temporary ones here, there is no reason for this fear so far as the present program is concerned. Every emergency since the 1860's has added greatly to Washington's population, but the end of the emergency has been followed by only a comparatively small shrinkage. If the end of this emergency is contrary to precedent and is followed by a comparatively large shrinkage, still there is no cause for alarm.

It is assumed that 40,000 additional workers will come to Washington during the next ten months. If they are in the same proportion as those studied by the Work Projects Administration for 1940-41, they will require some 28,000 additional

dwelling units. The present program calls for only 22,000 dwelling units of various types in the whole metropolitan area. Of these 10,000 are to be houses built by private enterprise. Seventy-five hundred are to be built by the Defense Homes Corporation, with the intent of selling them to private owners at the end of the emergency. In addition Defense Homes Corporation proposes to erect fifteen hundred dormitory units to serve urgent present need. Public housing, under the direction of the Federal Works Administrator, will supplement this by erecting 4,500 dwelling units, of which less than half, 2,000, will be in the District. In terms of construction this is a large program. In terms of critical materials and priorities it raises serious questions—there can be no waste. So all construction, private as well as public, must be under strict control. But in terms of need the program is conservative.

#### SUPPLY OF SPARE ROOMS MORE ADEQUATE

As I have said, the one kind of dwelling of which we seem to have a fairly adequate supply is spare rooms in private houses. But many of the houses are difficult of access and will become more difficult as tire rationing affects our transit facilities. Moreover, if we are to take at all seriously the danger of a bombing raid, there should be some vacancies left into which to put persons whose homes are demolished. The spare rooms of Washington should be considered its last housing resource, not its first. Because it is easy to use them we should not be blind to the fact that if they are filled we shall be caught in a vise.

Many of the newcomers consider spare rooms only temporary expedients. A large proportion of these roomers are constantly seeking apartments or houses so they may bring their families here. The statistics showing an unusually large proportion of married couples without children and of single persons are in large part statistics of divided families. They are taking what they can get temporarily, not what they need if this is to be a long war. We must all expect to endure discomfort, but attempts to separate families for 5 or 6 years or to crowd four or five lodgers into a small room for the duration means loss of essential workers.

So there can be a very considerable shrinkage of Washington's population before it will fit comfortably into the housing now provided or proposed. But beyond this, there is a large part of Washington's existing housing that should be demolished at the first opportunity. As is very well known, there are slum areas here which are a disgrace to the Nation and a menace to the public health. The acute housing shortage has halted slum reclamation. If the war continues 5 or 6 years, our slums will expand because of lack of repairs and, perhaps even more, because of the conversion of one-family houses into makeshift tenements. When peace comes we shall have a job of rebuilding the older parts of town that will eliminate thousands of substandard dwellings.

#### PRESENT PROGRAM IS CONSERVATIVE

So the program announced by the Defense Housing Coordinator is a conservative program. It will not enable us to fully meet our current needs. Twenty-two thousand dwellings of the various kinds proposed will scarcely take care of the expected addition to our population, and in a city that already is dangerously overcrowded.

In the interest of national defense, regardless of the needs of our Capital City, it is necessary to provide for a housing program at least equal to that proposed by the Defense Housing Coordinator. In order that this program may be effective, it is necessary that funds be made available for the extension of streets, sewers, and the water system. If the war is long-continued and we propose to retain here our defense workers, it will be necessary to provide schools and other community facilities. If we are to do all this without extravagant waste, we must build good, permanent dwellings.

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#### TESTIMONY OF JOHN IHLDER, EXECUTIVE OFFICER, ALLEY DWELLING AUTHORITY, WASHINGTON, D. C.

Mr. ARNOLD. Mr. Ihlder, it is the committee's understanding that you have devoted many years to a study of housing problems, particularly those of the District. That summarizes your experience briefly?

Mr. IHLDER. I have been in housing work for about 25 years, as I remember, and have been interested in housing in the District either directly or as part of other work for some 20 years.

There should be an adequate supply of decent houses for the whole population, considering the methods being adopted to secure that result. Of course, the most difficult part of that problem is the housing of families of low income, and part of that problem is getting rid of the slums because when they exist families of low income will be living in them, not decently housed.

Mr. ARNOLD. The President has approved the following housing program for the District as of January 2, 1942, upon the recommendation of the coordinator of housing defense: 4,500 family dwelling units from public funds; 7,500 family dwelling units, by the Defense Homes Corporation, and 7,500 dwelling units from private enterprise.

Of this total how much will the Alley Dwelling Authority be directly responsible for constructing?

Mr. IHLDER. It is proposed to be directly responsible for 2,000, and those figures comprise some already under construction.

My understanding is that 22,000 in total from now on until the first of July. Of the 4,500 to be constructed by public funds, 2,000 will be in the District, the other 2,500 will be in the counties outside the District, and we should have 2,000 by July.

Mr. ARNOLD. Are plans for all of these types of buildings going ahead now?

Mr. IHLDER. They are. Of course, we are all working under the Defense Housing Coordinator. He finds the needs and allocates as between private and public, and the public building is assigned to the Federal Works Agency, which picks the Federal agency to do the job. Progress is being made on the whole program, sites are being selected, and plans for development are being made.

Mr. ARNOLD. Would you state your opinion as to the adequacy of the program?

Mr. IHLDER. In my opinion it is, in terms of need, a very conservative program. The lowest estimate I have heard for future population is 40,000 in the next 10 months. This program is for 22,000 for the next 6 to 10 months.

#### FUNDS AVAILABLE FOR HOUSING

Consequently, it will provide for less than the number of families, that is, according to the proportion that was found by the W. P. A. survey of 1940 and 1941; the 40,000 expected would normally call for about 28,000 dwelling units. The program provides for about 22,000. In terms of need it is a very conservative program in a city that today is dangerously overcrowded.

In terms of construction it is a big program. In terms of getting priorities and getting materials, it is a difficult program.

Mr. ARNOLD. What funds are available for the construction of these units?

Mr. IHLDER. For the public housing, the Lanham Act is supposed to provide the funds. For the private housing, I suppose that would be secured from private sources with F. H. A. assistance, and for the Defense Homes Corporation it will come from the Reconstruction Finance Corporation.

Mr. ARNOLD. Do you know whether Army funds are being used in view of the delay in obtaining the Lanham Act money?

Mr. IHLDER. To the best of my knowledge and belief, a little remnant of the first Lanham money that went to the Army and Navy is being used to construct 70 houses. That is all.

Mr. ARNOLD. When is the completion date for the 4,500 units, for 2,000 of which your Authority is responsible?

Mr. IHLDER. July 1, 1942.

Mr. ARNOLD. Will you be able to meet the schedule?

Mr. IHLDER. If it is humanly possible we shall.

Mr. ARNOLD. Do you think priorities might enter into it?

#### EFFECT OF PRIORITIES

Mr. IHLDER. Priorities enter very definitely into the picture. Of course, in designing our houses, we are conscientiously omitting every critical material we can. But the iron for stoves and heaters and metal for plumbing one has to have. But otherwise we have tried not to use any of the critical materials.

Mr. ARNOLD. Can you tell the committee whether the 7,500 units planned for Defense Housing Corporation are planned for occupancy by July 1?

Mr. IHLDER. The whole program of the 22,000 houses is set for July 1.

Mr. ARNOLD. What is the situation, in your opinion, with respect to the prospect of completion dates on the units assigned to private industry?

Mr. IHLDER. I could give only an opinion, and perhaps Mr. Williams could give a better opinion.

Mr. WILLIAMS. The private builders are having their own troubles getting materials and the whole completion is dependent upon ability to secure materials.

Mr. IHLDER. I should like to interrupt and say that we do not ask any favors and, in my belief, the private builder will get as good preference as we do. I mean, we who are doing the public building.

Mr. ARNOLD. Will you give the committee a brief description, Mr. Williams, of how the committee operates and state its principal functions?

#### COMMITTEE ON DEFENSE HOUSING

Mr. WILLIAMS. A little over a year ago the Committee on Defense Housing in the District was set up. It didn't actually get down to work until March. So far its principal activity has been to list vacant properties, either rooms, apartments, or houses, and endeavor to inspect those properties, and then to have that list available for any newcomer so that he can find a room or a house and can get all pertinent information with respect to that property. This was done without cost to the property owner or the person seeking quarters.

During that time there has been no appeal, up until this recent one by Commissioner Young for the public to list rooms. It is true there has been some publicity in the press about the activity of the housing registration but there has been no real appeal and no one

has gone on the radio to say, "List your rooms as a patriotic matter to take care of these new people."

In spite of that we have had a big response, a fine response from the people, in listing rooms.

Of course, the house and apartment situation is acute. There is no such thing available. There is a good supply of rooms.

Mr. IHLDER. May I interject there? In regard to rooms, I think it is a very serious matter for us to use them as our first housing resource. They should be our last. There are going to be emergencies. You have heard Colonel Bolles speak of the housing committee in his organization going into every neighborhood to find what rooms are available for people if they are bombed out of their homes.

Mr. Van Hynning spoke of the difficulty of getting foster homes; of the coming into Washington of people decreasing the number of available spare rooms to a point where it interferes with the normal functioning in the community, but there is another thing, and that is that it may give us a sense of adequacy which is not real.

A great many people who are taking the spare rooms don't want spare rooms. They want apartments or houses in order that they might bring their families here. If they can't get a house or apartment, they are apt to give up their jobs and go back again, increasing the labor turn-over.

For all such reasons I would hope we should consider our rooms as our last resource, not our first to be filled up immediately. If they are filled up we are in a vise.

#### HOUSING REGISTRATION

When the housing registration was opened in March we got a considerable listing. Last July the housing registration had over 800 houses and apartments available for rental listed with it. Last Saturday afternoon it had only 83. There are a great many rooms. There were 83 houses and apartments available.

That means nothing in a city of approximately a million people. Consequently, we must think in terms of expanding the number of available dwellings for families, other than single rooms.

Dr. LAMB. Is my impression correct that of those coming in, about 50 percent come with families? Is that a correct figure?

Mr. IHLDER. I should think that was rather too large for those who are coming in. They may be family persons but they are not bringing their families with them. Would you have any idea what the ratio would be?

Mr. WILLIAMS. I would think about one-third.

Dr. LAMB. If you add those in families to the number of families coming, the number would be larger than the individuals coming for jobs. Is that correct?

Mr. IHLDER. The statement made in the W. P. A. survey was approximately 52,000 persons who constitute 36,000 families, indicating a very large proportion of single persons or of persons coming and leaving children and families behind.

Dr. LAMB. This survey covers what period?

Mr. IHLDER. Part of 1940 and up to November 1941.

Dr. LAMB. These are newcomers within that time?

Mr. IHLDER. Yes; it is for newcomers only.

Mr. ARNOLD. At this point, I shall introduce the statement submitted by Mr. Williams, as some of my questions bear on it.

(The statement referred to is as follows:)

STATEMENT BY LAWRENCE E. WILLIAMS, CHAIRMAN, HOUSING COMMITTEE, DISTRICT OF COLUMBIA CIVILIAN DEFENSE COUNCIL

The Housing Committee of the District of Columbia Civilian Defense Council was appointed by the Commissioners of the District of Columbia and has been in active operation for more than a year. This committee, immediately upon its organization, recognized that the rate of Federal employment in the District of Columbia clearly pointed to the rapid reduction of the number of vacant housing units in this city. Accordingly, the committee arranged to operate a central listing bureau which would endeavor to maintain accurate records in a central location, of all available rooms, houses, and apartments in the District of Columbia and make such listings available to all persons seeking living accommodations.

The necessary preliminaries for the operation of this registry were completed about March 1 and, after a period of training for the staff, the Housing Registry went into actual operation on March 17, 1941. It has continued to operate successfully since that time. The District of Columbia Defense Housing Registry was made possible through the joint efforts of the District of Columbia government, the Federal Government, and local citizens. It has generally operated on the financial basis here outlined since it was opened. Office space, heat and light furnished by the District of Columbia government; clerical staff and some expenses furnished on Work Projects Administration project; inspection of rooms performed by volunteers furnished by Washington Housing Association; inspection of houses and apartments performed by staff of the Alley Dwelling Authority. All of the financing such as the salary of the manager, telephone bills in recent months and incidental expenses provided through a special fund raised by the Washington Board of Trade from local real estate and construction companies, banks and building and loan associations.

The District of Columbia Defense Housing Registry was the first organization of its kind established in the United States. It was in operation before the Homes Registration Division of the Defense Housing Coordinator's Office was actually set up. The Defense Housing Coordinator's Office, as a matter of fact, used the experience of the District of Columbia Defense Housing Registry in the subsequent work it did in organizing more than 200 homes registration offices in other defense areas. Following is a list of the number of accommodations of different types listed on the Defense Housing Registry's records, as of each report date. Only rental properties are listed since our office does not keep any record of property for sale.

	Number	House and apartment units		Number	House and apartment units
Number of rooms on:			Number of rooms on—Con.		
June 10 .....	2,527	759	Sept. 20 .....	4,687	318
July 10 .....	3,657	863	Oct. 20 .....	4,832	168
July 20 .....	3,873	772	Nov. 20 .....	5,031	200
Aug. 20 .....	4,743	528	Dec. 20 .....	3,453	234

We wish to point out that the Defense Housing Registry has never conducted an active, intensive campaign to secure room listings in the District of Columbia. It has been apparent by the number of listings on hand and the number of applicants for rooms that the supply of such facilities at the Housing Registry has been adequate to meet all demands. The picture seems now to be changing, however, and the Defense Housing Registry is planning to conduct an intensive campaign beginning next week, to secure additional room listings. It is anticipated that the Registry will be in its new quarters at Fourteenth Street and Pennsylvania Avenue N.W. at that time, where it will have more adequate space and telephone service. There seems to be a general feeling that there are many thousand available rooms

in Washington which will be listed when householders are urgently requested to do so.

During the first month that the Defense Housing Registry was opened 1,278 applications for housing accommodations were filed. Records indicate that 1,000 to 1,500 applications have been filed during each of the subsequent months. However, it is expected that there will be at least 2,500 applications filed during the current report period extending from December 20 to January 20. This increase is apparently a direct result of the increased rate of Federal hiring since December 7.

More than 50 percent of the applicants who have come to the Housing Registry have indicated that they already had a place to live in Washington but that for one reason or another, a change was desirable. For example, during the last report period, November 20 to December 20, 480 applications were filed by persons who had no place to live and who presumably were newcomers, and 637 applications were filed by persons who had a place to live but who wished to make a change.

The greatest number of applicants has been for rooms. During the same report period cited above, 526 applicants for family units filed at the Housing Registry, while 591 applied for rooms. Despite the fact that the number for rooms has been greater than the number for units, our great difficulty has been in securing accommodations for those desiring family units. This is true because of the smaller number of family units now available and because many of those filing applications for houses and apartments desire accommodations priced considerably below the general monthly rental for family units in the Washington area. It is apparent, from the viewpoint of those operating the Defense Housing Registry, that there is a serious need for low-priced housing units in the Washington metropolitan area. That need is immediate and I have previously recommended the construction of low-cost temporary, demountable units for low-salaried defense workers.

There is, however, no shortage of rooms. The Defense Housing Registry has always had more rooms listed than it could actually use. The great difficulty in the room situation has been the fact that the overwhelming number of new Federal employees who come here from small cities and rural districts have difficulty in adjusting themselves to the realization that in any large city they must generally secure living accommodations some 20, 25, or 30 minutes' distance from their place of employment.

While it has been true and is true that there exist shortages of specific types of accommodations, it is equally true that Washington, up until the present time, has been able to furnish some type of clean, healthful living accommodations to all those who have come to the city. It has not been necessary for anyone to sleep on park benches and, in view of the rather tremendous building program in progress by private business and Federal departments alike, there would seem to be no basis for believing that accommodations will be unavailable in the Washington area. This statement, of course, is made in a broad, general sense of accommodations, that is, a place to sleep. As it was pointed out above, there are definite and pronounced shortages of some special types of accommodations and it seems apparent that some of these shortages must continue to exist in spite of all efforts to supply them by private business and local and Federal Government agencies.

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#### DEFENSE HOUSING PROGRAM FOR DISTRICT OF COLUMBIA LOCALITY

This program, which takes in the anticipated needs only to July 1, 1942, provides for the erection of 22,000 new homes by private enterprise and public funds and 1,500 new dormitory units for Government workers here between now and that date.

This is in addition to the 23,524 homes and 1,000 dormitory units either completed or in process of erection here since last January 1.

In other words, the program calls for the construction of approximately as many new living units in the District locality in the next 6½ months as during the past 11½ busy months.

The new-home schedule is as follows:

1. Seven thousand five hundred apartments, by Defense Homes Corporation, to accommodate families at shelter rentals ranging from about \$30 to \$45 per month and to accommodate groups of two, three, or four single persons, each group utilizing an apartment with the total shelter rent for the group ranging from \$30 to \$50 per month per group.



2. Four thousand five hundred homes, the appropriation for which is expected to be provided for in the present Lanham bill, for families in the \$900 to \$2,200 income groups, at shelter rents below \$35 and to be adjusted to the incomes of families to be housed. Five hundred of these are to be for Negro families.

3. One thousand five hundred dormitory units, for single persons earning from \$1,060 to \$1,800. Of these, 300 will be for Negro women and 150 for Negro men. These will be located near the Young Women's Christian Association, the Young Men's Christian Association, or Howard University, so that they will have a permanent use after the emergency. Consideration will be given to the location of the remaining 1,050 dormitory units on sites looking toward their utility after the emergency.

4. Ten thousand homes to be built by private industry for workers earning generally above \$2,200, at shelter rents generally from \$35 to \$50.

The 22,524 homes already built or in process of construction since last January 1 include 1,421 by the Alley Dwelling Authority, 3,650 by the Federal Works Agency and the Navy Department, and 17,452 by private industry, as recorded by building permits. The 1,000 dormitory units have been built by the Defense Homes Corporation.

This program is the result of several months of study by the Division of Defense Housing Coordination, which initiated comprehensive surveys covering all aspects of the problem. These surveys showed that 30,000 families and 37,500 single individuals would arrive to reside in Washington during the 18-month period between January 1, 1941, and July 1, 1942. In addition, the natural increase in housing requirements here is estimated at 4,500 homes during this period.

#### LOCATION

As a result of careful studies with the planning agencies, with particular attention given to the over-all plan for the development of Washington and also to the acute traffic conditions, it is believed the location of these homes will best serve the immediate defense effort and the long-term post-emergency use.

No. 1 group of 7,500 apartments is to be generally dispersed throughout the District and Arlington within easy access of the large employment area and within 10-cent bus or streetcar fare zone; convenient as possible to subcentral business and amusement areas.

Group No. 2 of 4,500 homes will be dispersed in the District, Alexandria, and Prince Georges County to serve as directly as possible those office buildings which house defense workers in those localities.

The location of the dormitories has already been described in paragraph No. 3. The locations of the homes to be built by private industry will be selected by it, but guidance will be given to it by the Office of the Division of Defense Housing Coordination to the end that they will properly serve the need and will be in harmony geographically with the general housing program.

All homes erected by private industry, to qualify for priorities, must not exceed a maximum selling price of \$6,000 and a maximum rental, without utilities, of \$50 a month.

During the last World War, Government employment in Washington increased almost threefold, from 35,477 in June 1916, to 117,760 in November 1918. Government employment declined after the Armistice, but an upward population trend in the early 1920's offset this decline.

In April 1940, Government employment in the District was 143,469. The estimated figure by June, 1942, is 232,000, almost double the figure at the beginning of the emergency. Employment is expected to increase beyond this point; although estimates of the possible total have not been made.

#### TESTIMONY OF LAURENCE E. WILLIAMS, CHAIRMAN, HOUSING COMMITTEE, DISTRICT OF COLUMBIA CIVILIAN DEFENSE COUNCIL, WASHINGTON, D. C.

Mr. ARNOLD. Mr. Williams, how are the expenses of your office met?

Mr. WILLIAMS. As I have said in the statement submitted, it is met in three ways. Building, heat and light are furnished by the District of Columbia. Most of the labor is furnished by W. P. A. The management of the organization, the equipment purchased, the telephone bills, and items of that type were all taken care of by private subscription obtained by the Washington Board of Trade from people interested in housing problems only.

Mr. ARNOLD. The only Federal funds you get are Federal aid?

Mr. WILLIAMS. That is right. We are getting a little help now in our quarters, a temporary building being erected for us at the corner of Fourteenth and Pennsylvania Avenue.

Mr. ARNOLD. Private funds provide the rest?

Mr. WILLIAMS. Yes, sir.

Mr. IHLDER. When the housing registration began there was a fear that unfit houses and rooms might be listed and there would be a bad come-back if we sent people to these unfit places. Consequently the registration, of which Mr. Williams is chairman, utilized the services of the Alley Dwelling Authority to inspect all houses or apartments renting for less than \$50, and the Washington Housing Association, a voluntary group, to inspect all the rooms. At the beginning the Alley Dwelling Authority had a job. There were a considerable number of houses and apartments at \$50 and less. There are not now.

Mr. ARNOLD. Mr. Williams, for what type of housing accommodations is the greatest demand?

Mr. WILLIAMS. By far the greatest demand, the demand we can't take care of, is for the low priced units that Mr. Ihlder has outlined.

Mr. ARNOLD. A greater demand for houses than for apartments?

Mr. WILLIAMS. More people are coming in and asking for rooms at the present time.

Mr. ARNOLD. Then the greatest demand is for rooms and the next is for houses and the third is for apartments?

Mr. WILLIAMS. No; apartments would come ahead of houses. The big demand you have is for furnished apartments and there isn't any such thing.

Mr. ARNOLD. What income ranges for each of those accommodations?

Mr. WILLIAMS. The greatest demand we have is for those with incomes of \$1,500 or less.

Dr. LAMB. At this point, I shall introduce the statement prepared by the Washington Housing Association, as many of the subjects we are discussing are treated in it.

(The statement mentioned is as follows:)

STATEMENT OF THE WASHINGTON HOUSING ASSOCIATION, SUBMITTED BY MRS. HELEN DUEY HOFFMAN, SECRETARY

PART I. WHAT IS THE HOUSING SITUATION?

"Washington is a city of high rents, based on high land value and a floating population with resulting speculation in real estate. The chief industry of Washington is government, which has taken insufficient responsibility for housing its workers.

"As in few other cities, Washington people have been sold the idea of home ownership, with too little consideration for the fact that home ownership may be for many of our present residents a luxury they cannot afford. This has helped to create a shortage, too long ignored here, of houses to rent to a floating population of families of moderate though assured income levels."—Statement of J. Bernard Wyckoff, president of the Washington Housing Association, at the hearing on National Defense Migration March 24, 25, 26, 1941.

There is nothing in the present situation 10 months later to change that statement. But there has been a growing consciousness of the truth presented and an expanding outlook in the situation. This is illustrated in the recent recognition by private industry of the need for more rental housing especially at rents under \$50 a month and for houses for sale at less than \$6,000 total cost.

The Division of Defense Housing Coordination and the Supply Priorities Allocation Board have been instrumental in bringing this about. The restriction of priorities to a ceiling of \$6,000 for houses offered for sale, disregarding protests of the building industry and its demand for a ceiling of \$8,000, has resulted in bringing the price into closer relationship to greatest demand.

OVER-ALL HOUSING PROGRAM

Anticipating the needs, Division of Defense Housing Corporation from its surveys has recommended a program to include all public and private building in the District from January 1, 1941, to July 1, 1942. It provides that 22,000 new dwellings and 1,500 new dormitory units shall be built in the next 6 months. Included is an allowance for dwellings at shelter or graded rents, which means a rent that is adjusted to the income of the family. The plan includes 7,500 apartments with shelter rents from about \$40 to \$45 a month, 4,500 houses for families in the \$900 to \$2,200 income groups. These latter houses will have graded rents starting below \$35 and are expected to be provided for in the present Lanham Act. The program scheduled for an additional 10,000 homes for workers earning above \$2,200 at rents graded from \$35 to \$50. Only 500 dwellings and 450 dormitories will be built for Negroes.

These dwellings are in addition to the 23,524 houses and 1,000 dormitory units included in the program which have been built by public and private funds since January 1941. Some of them have been completed and some are still under construction. Those 24,000 dwelling units already under way were considered in the Works Progress Administration rent survey cited below. The rent survey shows that at the end of October 1941 only 1,016 units in the whole of Washington were available for immediate occupancy. Population figures also cited below estimate that an average of 5,100 Federal and private employees (not considering additional members of families) were hired during that month. It is obvious that these new dwellings outlined in the program as completed or in the process of erection since January 1, 1941, are not relieving the housing shortage because the influx of new workers continues faster than the completion of new dwelling units.

The Division of Defense Housing Corporation has based its housing program on the estimates that a total of 30,000 families and 37,000 single individuals will have migrated to Washington from January 1, 1941, to July 1, 1942. For this influx it plans to provide a total of 45,534 homes and 2,500 dormitory units. Figuring two people to a dormitory unit the dormitories will only house 5,000 individuals, leaving 32,000 single persons unprovided for. However, after 30,000 families are housed, there will be 15,534 dwellings left over which can easily absorb the extra single persons not provided for by the dormitories.

Theoretically the Division of Defense Housing Corporation plan will provide sufficient houses to meet estimated needs by July 1942. However, 12 months of their 19 months, program have passed and the evidence indicates that the intense housing shortage continues to increase.

BUILDING PERMITS

Permits were issued for the construction of 9,720 family dwelling units by private builders in the District of Columbia during 1941. This means 7,238 apartments and 2,482 houses. In metropolitan Washington there were permits issued for 10,902 dwelling units from January 1, 1941, through November 30, 1941, making a total of 19,533 dwelling units for Washington and vicinity from January through November 1941.

In the first 6 months of 1941 there were permits issued for 5,938 dwelling units in the District, but in the last 6 months this fell off to 3,782 units. By months this is:

1941:		1941:	
July.....	1, 187	October.....	518
August.....	560	November.....	357
September.....	891	December.....	269

This shows an extraordinary dropping off of the number of units constructed within the District during the fall of 1941.

The total number of permits issued in the District for the 3 previous years were:

1938.....	4, 276	1940.....	8, 072
1939.....	5, 877	1941.....	9, 720

## HOUSING SURVEY

The two Work Projects Administration surveys of January 1941, and October 1941, show that there was an actual decrease in the number of units available for rent between those 2 months.

For example, in January 1941, it was determined that there were 3,460 rentable dwelling units in the District. In October, out of an estimated total of 180,000 dwelling units, only 1.8 percent or 2,424 were rentable. The latter figure does not represent units actually available for immediate occupancy as a majority of them were under construction or in need of major repairs. Only about 800 of these units were in good condition and ready to be occupied immediately. Most of these were available for white occupancy only, while about 110 were open to Negroes, and among the latter about 40 lacked some standard facility like installed heating or running water.

The survey shows that in October 1941, the rents were heavily weighted toward the units which rented for more than \$50 a month. Less than 5 percent, or about 120, of the vacant units rented for under \$30 a month. About 18 percent, or 437, were available between the range of \$30 to \$40. About 68 percent, or 1,649, of the rents were between \$50 and \$69 and more than 9 percent, or 218, rented for over \$70. A large percentage of these dwelling units contained only 3 to 4 rooms. The average number of rooms per dwelling unit was as follows: 29 percent had 1 to 2 rooms; 63 percent had 3 to 4 rooms; 8 percent had 5 to 7 rooms.

The above figures were cited for the District alone. The Work Projects Administration survey also computed information for the Washington metropolitan area. In this total area there were about 254,000 dwelling units, but only 4,318 units were available for rent, and from these only 1,016 were ready for occupancy. The other 3,302 were under construction for the most part. Some were held for sale and some were in need of necessary repairs.

## POPULATION

This extraordinary shortage of rentable houses affected the 1,048,816 people who lived in Washington at the end of 1941, according to Donald B. Hadley of the Washington Post. The District alone contained an estimated 753,000, an increase of 90,000 since the Census taken in May 1940. From December 1940, to December 1941, there was an increase of 45,900 in Federal employees, or over 3,800 Federal employees a month, with a corresponding increase of 15,800 private employees, or about 1,300 a month. This does not include families and it does not include the military personnel.

There are few indications as to when this influx of workers and their families to Washington will stop. Reports from the Bureau of Census state the average annual increase in population is rising, and the Government agencies are still expanding their personnel. The Civil Service Commission long ago recognized the shortage of adequate housing as a deterrent to bringing workers to Washington. Recently, an effort was made to lure 12 stenographers to the city with the promise of a house near the Capitol, where they could live together. But it was soon realized that this was an impossibility—there are no empty houses for rent.

In a recent hearing, an official of the War Department stated that of "3,346 applications sent out to try to get employees to come to Washington to work in the War Department, 1,227 accepted. Of these 1,227, 70 percent came to Washington and stayed an average of 2 days and then left." It cost the Federal Government \$3,840 to bring them here for 2 days. They paid their own transportation here and back home.

## DEMOLITION

One of the unique minus quantities in Washington housing is that of demolition of dwellings in the central area to make way for erection of Federal buildings. Each site that is razed for a new public building displaces many families from overcrowded slum houses, who crowd into the surrounding teeming neighborhoods. They do not wish to move away from school, church, or friends.

While the Government on one hand builds thousands of new houses for defense workers, on the other it tears down old houses, some habitable and some completely uninhabitable, although heretofore occupied. For the most part the worst slum houses are the most numerous, and often whole blocks of them have been demolished for a Federal office building site.

The seriousness of this displacement of persons from their homes is expressed in the following figures<sup>1</sup> which show dwellings demolished:

Year	Property location and proposed Government building	Units displaced
1933	Square 761. Annex, Library of Congress	35
1935	Squares 144 to 145. South Interior Bldg	17
1936	Squares 265 to 266. Bureau of Engraving and Printing	77
1936	Square 677. Government Printing Office warehouse and office building.	22
1937	Park area, reservation D	56
1937	Squares 87 and 117. War Department (completed in 1940)	34
1939	Square 581. General Federal Office Bldg	63
1940	Squares 534 to 535. Social Security and Railroad Retirement.	163
1940	Square 83. War Department	29
1940	Square 84. War Department	264
1941	Square 60. War Department	21
1941	Square 61. War Department	29
1941	Square 462 (6th to 7th Sts.). Widening of Independence Ave.	29
	Now buying from 7th to 12th Sts. (53 parcels) 5 blocks	176
	Total units displaced through 1941	1,025

In addition to the above, new acquisitions include the following:

1941. 134 parcels, about 100 owners, 1 block (whole block except church and northwest corner)—boundaries, Fourth and Fifth Streets NW., G and H Streets—General Accounting Office.
1942. Seventeenth and Pennsylvania Avenue, west half of block on Seventeenth Street, Pennsylvania Avenue to H Street.

#### DISPLACEMENT OF HOUSING UNITS BY UNITED STATES AND BRITISH GOVERNMENT AGENCIES

Although the rapidity with which living units are being taken by the British and United States Governments has decreased, the fact remains that thousands were commandeered and that a population equal to a small city was forced to seek quarters elsewhere.

A compilation by the Evening Star of October 29, 1941, disclosed that 1,934 apartments in the District were occupied by the United States and British Governments as offices, and that this space could house 7,000 persons. In addition 570 hotel rooms have been converted into offices. Since then there have been several hundred more rooms in hotels and housing units converted.

The list of apartments with the number of housing units taken over by the Government and British, as compiled for the Star by Rufus S. Lusk, publisher of Apartment Directory Service, follows:<sup>2</sup>

#### *Building and address with number of dwelling units*

By the Government:

Rochambeau, 815 Connecticut Ave.	84
Potomac Park, 21st and C Sts. NW	112
Champlain, 1424 K St. NW, and 1757 K St. NW	35, 28
Riverside, 2145 C St. NW	120
Corcoran Courts, 23d and D Sts. NW	166
Mayfair, 2115 C St. NW	56
Premier, 718 18th St. NW	39
2501 Q St. NW	108
1610 Park Rd. NW	110
515 22d St. NW	152
Dupont Circle Apartments	350
247 Delaware Ave. SW	38
758 6th St. SE	14
Boulevard Apartments (razed by Government)	238

<sup>1</sup> Figures obtained from Procurement Division of Treasury Department.

<sup>2</sup> The Washington Star—October 29, 1941.

*Building and address with number of dwelling units—Continued*

## By the Government—Continued.

Arlington Hotel .....	1 250
Portland Hotel .....	1 120
Raleigh Hotel .....	1 50
Do .....	(2)

## By the British:

Grafton Hotel .....	1 150
1901 K St. NW .....	30
1107 16th St. NW .....	16
1910 K St. NW .....	40
1800 K St. NW .....	61
1801 K St. NW .....	48
1785 Massachusetts Ave. NW .....	6
1205 15th St. NW .....	35

<sup>1</sup> Rooms.<sup>2</sup> Government also has ballroom.

## OVERCROWDING AND LACK OF SANITATION

In our report last March before this committee we gave examples of houses in the low-rent group which were overcrowded, where there was lack of sanitation, where the dwelling unit was shared by more than one family, and where houses had been converted from one-family houses to houses rented to from two to eight families. These bad conditions still exist, and are growing constantly worse. The reasons are less and less substandard housing as demolition by the Federal Government takes place; rent increases on already high-rent slum properties; and pressure of newly arrived defense workers with incomes too low to pay for standard housing.

*Toilets shared.*—Figures from our inspection work continue to show an increase in the number of shared toilets in recent months. This is an indication that the number of shared houses is increasing. From May 1940 through December 1940, 29.43 percent of the dwelling units inspected by the Washington Housing Association had toilets shared by two or more families. From January 1941 through November 1941 the percentage had risen to 45.11 percent. Of 2,240 dwelling units, 1,011 had shared toilets. In November 1941 it was 52.27 percent.

*Examples.*—Thirtieth Street NW. 7-room house, with two of the rooms in the basement. A family of 6 people live in the basement, 2 families of 2 people each in the rest of the house. There is no water for the house; the people must borrow it from the hydrant next door. All 10 people share the outside toilet which is in very bad condition; usually stopped up and unusable. Total rent for the house—about \$30 a month.

Third Street NW. 6-room house, with two of the rooms in the basement. Two families of 11 people share the 1 toilet and sink. Total rent for the house is \$40 a month.

L Street NW. 7-room house, with a family in each room, a total of 18 people, sharing 1 bathroom. Rents range from \$2.50 to \$4 a week per room; total rent for the house is about \$75 a month.

L Street NW. 7-room house, with 6 families, a total of 16 people, sharing one sink and one bathroom. Rents vary from \$2.50 to \$4.50 a week for one room to \$7.50 a week for two rooms. Total rent is \$105 or more a month.

Sixth Street NW. 6-room house, divided into two apartments of 3 rooms each. There is a sink in each apartment, and a yard toilet. There are 6 adults and 4 children in one apartment, 3 adults and 3 children in the other, plus a family of 4 people taken in as boarders; a total of 20 people. Total rent for the house is \$41 a month.

*Dwellings shared.*—Other families often share the dwelling unit itself in order to cut down the rent. A family will take in out-of-town relatives until they can find a place of their own, or they will take in friends or relatives to help pay the rent.

From May through December 1940, 17.96 percent of the dwellings inspected by the Washington Housing Association were being shared by two or more families. From January through November 1941, the percentage had risen to 23.72 percent of the 2,240 dwelling units inspected. In October, it was 35.35 percent, and in November 18.18 percent.

*Examples.*—Franklin Street NW. Five room house, \$18.50 a month rent. House has electricity and outside water and toilet. Two families are sharing the house—2 men, four women, and three children. Nine people in five rooms.

Fifth Street NW. Five room house, \$24.50 a month rent, has electricity and inside sink, outside toilet. Two families share the house, 1 man, 1 woman, and 5 children in one family, one man one woman and one child in the other family—10 people in 5 rooms.

O Street NW. Five room house, \$35.50 a month rent. Electricity, and inside sink, outside toilet. Two families share the house, two men, two women, and seven children.

Fifth Street NW. Six room house, \$32.50 a month rent. House has electricity, inside sink and outside toilet. Two families share the house, one family of 1 man, 1 woman, and 10 children, the other family of 1 man, 3 women, and 2 children; 18 people in 6 rooms.

*Overcrowding.*—Overcrowding of houses is still increasing. From March 1941, through November 1941, the percentage of dwelling units overcrowded (more than two persons per room, exclusive of kitchen) was 22.06 percent, or 360 of 1,632 dwelling units inspected. In the 3 years before that, the percentages were:

	<i>Percent</i>
September 1938 through June 1939.....	16.54
July 1939 through April 1940.....	17.68
May 1940 through February 1941.....	19.87

In October 1941, the percentage of overcrowding for the month was 23.25 percent, and in November 30.68 percent.

*Examples.*—Franklin Street NW. Three room house, rents for \$12 a month. No electricity, outside water and toilet. One man, one woman, and seven children live in three rooms.

Fourth Street NW. Six room house, rents for \$25.50 a month. Electricity, sink, and outside toilet. Four men, three women, and seven children live in the six rooms.

Fifth Street NW. Six room house, rents for \$32.50 a month. Electricity and bathroom. Four men, five women, and six children live in the six rooms.

Fourth Street NW. Six room house, divided into two apartments renting for \$22.50 and \$25.50. There are two sinks, an outside toilet shared by both families, and no electricity. In one apartment lives one man, one woman, and five children, and in the other apartment, two men, one woman, and two children, a total of twelve people in six rooms.

Two rooms in a converted house—H Street SW. Two rooms rent for \$18 a month, outside toilet and water shared with the other occupants of the house. One man, one woman, and eight children (the oldest boy 15) live in the two rooms.

N Street NW. Five room house, rented to six families. One room is partitioned into three by putting up beaver board separations, with a man living in each room paying \$3 a week rent each. In another room live two women, paying \$3 a week rent. And in the last two rooms live one man and one woman paying \$3.50 a week rent. The house at the time of our last inspection had four legal violations: The plaster was falling from the ceiling in several rooms, the roof of the house leaked badly, the toilet leaked, and the front porch was breaking down and dangerous to walk on. Twelve people were living in this house of five rooms, and the total rent for the house was \$88.50 a month. (Total includes one man, one woman and three children living in another room, paying \$5 a week rent.)

*Overcrowding in rooms.*—The Consumer Division of the Civilian Defense Council in its study of rent increases of persons on relief, August 1941, reported a left-handed way of raising rents by overcrowding. Of 685 rooms reported, 114 had 449 people or 3 or more persons per room.

*Examples.*—M Street SE., 13 persons in 1 room. P Street NW., 7 adults and 6 babies in 1 room. R Street NW., 7 people in 1 room. Sixth Street SE., 7 people in 1 room. Gassford Court, 11 people in a four-room house. I Street NW., 2 adults, 6 children, in 2 furnished rooms.

Of 1,100 units reported, 205 had outdoor toilets or privies.

#### LAW ENFORCEMENT

The health, safety, and morals of the people of this city are constantly menaced by the inadequate laws and the ineffective enforcement of the existing laws intended to protect them.

*Water.*—For example, the plumbing inspector reports that the law requiring water for each dwelling applies only to houses built after the law was passed about 1910. Most of the 4,571 dwellings<sup>1</sup> which do not have inside running

<sup>1</sup> Real property inventory, 1934.

water were built before 1910. One yard hydrant may serve two or more houses. The law is inadequate.

All the window panes may be out of a house but no action will be taken by the Health Department under their interpretation of this regulation. But if a room has no windows the Health Department will act in most cases compelling the landlord to put in a window.

*Repairs.*—A tenant may not withhold payment of rent to force a landlord to repair. Even where a landlord has a contract with the tenant to make repairs and fails to do so, the tenant may not withhold payment of rent if he continues to live in the place. Of course he can sue for damages, but he would find it very hard to prove that excessive number of colds or even pneumonia or tuberculosis is traceable to the walls of his house which are always damp from seepage.

*Condemnation, insanitary dwellings.*—The act for the condemnation of insanitary dwellings (District of Columbia Code, Supp. 3, title 20, ch. 2, pt. 12) outlines the procedure by the appointment of a board for such purpose. The Public Utility Commission Report<sup>1a</sup> states "In the 20 years of its active life the Board for the Condemnation of Insanitary Buildings actually condemned 5,324 buildings and caused the demolition of 3,327. The effectiveness of the act was destroyed as the result of court action taken in 1926 \* \* \*. Shortly thereafter the work of the Board came to a standstill." Since then the law has been tinkered with but it remains ineffective and unenforced.

#### OWNERS AND TAXES

*Finding the owner.*—Getting enforcement of existing law is not easy. It is complicated by the problem of finding the owner of substandard property. A law passed as recently as June 25, 1938,<sup>2</sup> relating to the levying and collecting of taxes and assessments says "the assessor shall prepare and retain in his office personal tax accounts—showing the names and addresses of assessed owners and the location and value of the property assessed."

The tax assessor's office has the addresses of about 100,000 out of 150,000 property owners in the District. There are many persons who appear at the tax office to pay their taxes who give a name but will give no address. Until recently no tax bills were sent out by the tax assessor's office. Notices are sent to owners of known address.

*Tax foreclosures.*—The first week of January each year some 12,000 to 15,000 properties are put up for sale because of tax delinquency for the preceding 6 months. A property owner must be alert or his house may be sold over his head as many know to their sorrow. Under a new policy the tax assessor notifies owners of known address of their tax delinquencies and uses the radio to warn all owners.

Tax brokers come from Philadelphia, New York, Rochester, and other cities to bid in the properties. The property owner has 2 years to redeem his property by paying the tax broker the "taxes, penalties, and costs due at the time of the sale and that may have accrued after that date, and 1 percent thereon for each month or part thereof."<sup>3</sup> This interest rate was changed in 1938 from 8 percent per annum to 12 percent per annum. This may help to explain why tax brokers of other cities feel drawn to Washington the first week of January each year.

*Redemption.*—Under a law approved in 1936<sup>4</sup> the Commissioners of the District of Columbia may bid off property in the name of the District of Columbia not otherwise bid off and if it is not redeemed within 2 years they may sell it. Tax certificate holders after 2 years get a tax deed which clouds the title in case of sale. However, the owner can redeem his property at their price plus taxes, penalties, and interest. Or these tax brokers may fail to pay the taxes on property they do not want and allow it to be sold again for tax delinquency the following year.

*Clouded title.*—Original owners of the property may continue to occupy the dwelling or it may be rented to someone else. As a result, it is very difficult to get law enforcement on building, health, fire, and other violations. Particularly is this true where no addresses are given by owners. The present tax assessor has to work with obsolescent laws and antiquated procedures. A committee is working on the legal problems involved.

Low taxes, high rents, and numerous violations characterize slum property in the Nation's Capital.

An example of six houses on L Street SE., shows the high profits that can be made on slum houses in Washington. These houses are really unfit for habitation.

<sup>1a</sup> Rent and housing conditions in the District of Columbia, 1934.

<sup>2</sup> Sec. 11, Public, No. 744, 75th Cong.

<sup>3</sup> Sec. 9-b, Public, No. 744, 75th Cong.

<sup>4</sup> Sec. 1, Public, No. 462, 74th Cong.



*Profits in slum property.*—The six houses are each valued at \$249 for the land and \$300 for improvements, making a total assessed valuation of \$3,294. They are rented for \$12.50 a month each, a total of \$75 a month, or a gross income of \$900 a year. The yearly expenses for the six houses would be approximately as follows:

<i>Profits in slum property</i>	
Taxes, \$1.75 per \$100.....	\$57. 65
Agent, at 5 percent of rents (commission).....	45. 00
Water rent, at \$8 a year each.....	48. 00
Depreciation of house, at 5 percent a year.....	90. 00
Upkeep, at \$20 a year (each house).....	120. 00
Total expense (a year).....	360. 65

This leaves a net income of about \$540 a year, or 16.4 percent, on the value of \$3,294 of the houses. However, the actual return is much greater than this as the houses are so old that they should have long since written off all depreciation charges, and it also is evident very little if any money is spent for upkeep during the year. If the upkeep and depreciation charges are discounted, the profits would be \$750 a year, or 23 percent of the value of the investment.

A 10 percent annual return on the \$3,294 value on the places would leave \$570 for expenses. The taxes, agent, water rent, and depreciation amounting to \$240 a year would leave \$330 for repairs and upkeep, or \$55 per house per year. Yet there have been no repairs for the past year in these houses except those of a very minor nature.

If no repairs were made on the houses, and a 10 percent profit on the original investment was allowed, the houses should rent for \$8 a month apiece. Of if \$25 a year is allowed for upkeep and repairs, the houses should be renting for \$10 a month apiece. A \$2.50 per month saving on rent is very large to a family whose income is \$60 or less a month.

*Real-estate taxes.*—Washington has the lowest real-estate taxes of any large city in the country. The tax rate is \$1.75 per \$100 of assessed property value. When the rate is adjusted to a basis of assessment of 100 percent of the actual value of property it is \$1.58 per \$100, according to the National Municipal Review, 1941. In other cities of comparable size the adjusted rate is—

Pittsburgh.....	\$3. 12
San Francisco.....	2. 15
Milwaukee.....	3. 52

In larger cities the rate is—

New York.....	\$2. 72
Philadelphia.....	2. 88

The adjusted tax rate is the estimated ratio of the assessed value to the true value of the property. However, in Washington the central business property is assessed at 100 percent, and the residential property at less, pulling the average assessment ratio down to 90 percent of true value.<sup>1</sup>

The rents of Washington houses are far above those of these other cities. According to the Bureau of Labor Statistics' cost of living survey, the estimated cost of housing for a 4-person manual worker's family at maintenance level, using a base of the cost in Washington as 100, is<sup>2</sup>—

Pittsburgh.....	\$2. 1	Washington.....	100. 0
San Francisco.....	\$1. 4	New York.....	\$7. 6
Milwaukee.....	\$3. 5	Philadelphia.....	73. 9

#### UNLICENSED REAL-ESTATE OPERATORS

"Bootleg" or unlicensed real-estate agents appear to operate to a surprising degree in the District outside the present Real Estate Broker's License law. Their activities are confined largely to slum properties and their tenants are usually relief clients or Work Projects Administration workers. Because these people have uncertain incomes, and therefore no established credit, licensed brokers will not rent to them.

<sup>1</sup> National Municipal Review, 1941.

<sup>2</sup> Cost of living, Bureau of Labor Statistics, September 15, 1941.

Under the Real Estate and Business Brokers' License Act, 20 District of Columbia Code, section 1970, "it shall be unlawful in the District of Columbia for any person, firm, copartnership, association \* \* \* to act as a real estate broker, salesman, etc. \* \* \* without a license issued by the Real Estate Commission of the District of Columbia." Penalties of \$500 to \$1,000 and/or 6 months' imprisonment are provided.

Under the qualifications set forth the law states that no license shall be issued to a person \* \* \* "until the Commission has received satisfactory proof that the applicant is trustworthy, and competent to transact the business in such manner as to safeguard the interests of the public."

These unlicensed brokers, of whom there are six operating on a large scale, rent substandard houses sometimes directly, but usually through an intermediary from estates, banks, mortgage companies, and the Federal Government.

Low rents are paid and high rents collected by putting a family in each room and doing no repair work nor correcting legal violations such as leaking roofs, broken plaster, broken floor boards, leaking plumbing, insanitary toilets, etc.

*Examples.*—Sixth Street SE. Six-room dwelling, with yard toilet and hydrant, oil lamps, occupied by three families—four men, four women, and two children. They pay \$3.50 a week. The toilet is stopped up, plaster breaking, floor unsafe. Total rent collected, \$45.50 a month.

F Street SW. Seven rooms, occupied by 5 families—16 people; 1 inside sink and flush toilet and bathtub, with no hot water provided. Oil lamps. Rents are \$2.50 to \$4 a week; total about \$65 a month. Violations of the law—no window in middle room; ceiling plaster loose; floor in bathroom unsafe; sink stopped up (used by 5 families); roof leaks; toilet leaks.

The Federal Government condemns and buys property to hold as sites for future Federal buildings. Many of these sites have slum property on them. The Government rents the slum property to the highest bidder. He in turn may rent to an unlicensed real-estate broker, who rents out each room and collects perhaps double or triple the rent he pays the Federal Government.

*Example.*—G Place NW. 4-rooms frame house, with beaverboard addition on the back; yard toilet and hydrant; oil lamps. Occupied by 5 families—5 adults and 4 children—paying \$2.50 to \$5 a week. Total rent \$60 a month.

Beaverboard partitions divide some rooms. Yard toilet and hydrant leaked when inspected June 25, 1941, and again on September 4, 1941; the leaks made the yard wet and slimy. In the 3-month interval the toilet house had fallen down. Inside stairs were still unsafe. This house is a fire hazard and health menace.

When reported to the building inspector, he replied, "Owned by the U. S. Government," which is interpreted "We can do nothing about it."

#### ROOMING-HOUSE PROBLEM INCREASES

Washington in wartime has been the media in which has grown a problem that has not appeared in such intensity in any other city in the United States. There is a scarcity of apartments and houses for the families of lower income, and this has led to the appearance of the rooming-house problem with all its ugly angles. The Federal Government as employer of the vast number of low-income Government custodial and clerical workers has failed to take sufficient interest in their living conditions, of which housing is the most important. So the rooming-house business has grown to be one of the largest and most unregulated of our city.

With Government workers and service-trade employees arriving during the past year at the rate of about 200 a day, there are few available rooms, especially in the "walk-to-work" zone. All persons having vacant rooms have been urged to register them with the Defense Housing Registry. New arrivals have been urged to live in the suburbs, and now there is talk of billeting future newcomers in private homes.

With the inspection services of the city seriously handicapped by lack of staff, it can easily be seen that none of these new boarding and rooming houses will be adequately inspected, unless Congress appropriates the funds for employment of more inspectors.

At present the lack of housing of standard grade has caused much distress to Government personnel offices since potential employees are refusing to accept employment in the Nation's Capital. The defense agencies are estimating that there will be 30,000 more persons needed to fill necessary jobs in the Capital, and unless there are drastic improvements in the housing situation, this quota will not be reached.

Most people think of the rooming-house problem in terms of the young woman Government worker. They forget that the problem is just as acute for the young man, and very much more so for the man with a family and an income too low to live in Washington. The income will go much further if the family can cook its food instead of buying it in a restaurant.

Among families of low income overcrowding is still the order of the day—four and five persons are still being crowded into a room where only two can really comfortably live. Small rooms are being divided in half by partitions, thus doubling the rent. Persons in excess of 15 use one bathroom, if there is one. With the nonexistence of low-rent houses and apartments, a room is too often the home of a whole family.

## PART II. WHAT IS BEING DONE ABOUT IT

### RENT CONTROL

One of the most outstanding accomplishments of the past year to help the critical housing situation in Washington was the passage of the Rent Control Act, through the cooperative effort of five real-estate groups, working together with the Price Administrator's office, many consumer groups and the Washington Housing Association.

In an emergency rents are bound to skyrocket out of all proportion to the salaries of the workers. With the high rents come overcrowding, lack of sanitation, too much of the worker's salary spent on rent and not enough on food and clothing—all hazards to health and safety. A law controlling rents does not solve the problem of where to put the people coming into Washington who must find a place to live. However, if effectively carried out, a law keeping rents at a fair level does help to solve the housing problem in relation to health and safety.

*Rent Control Act.*—Rent control must go into effect before rents have risen to a point where people are already paying a disproportionate amount for their housing. By freezing rents as of January 1, 1941, this problem has been largely solved in the present rent-control law. The law provides for an administrator appointed by the District Commissioners, and for review of cases by the Municipal Court of the District of Columbia upon petition of either landlord or tenant. This places the execution of the law in the hands of the local government, and makes it a District rather than a Federal measure. Further provisions allow tenant or landlord to petition the administrator if they consider their rent too high or too low.

*As carried out.*—The rent-control bill was signed by the President on December 2, 1941. On December 17, Robert F. Cogswell was appointed Rent Administrator, and on January 2, 1942, the Office of the Rent Administrator was officially opened. It is too soon to say how effective that office will be. It is not yet adequately staffed, and the administrator is without the necessary examiners to hear cases or the machinery to settle them. However, the statements which he has given out tend to show that the law will be enforced effectively and will alleviate the difficulties of the workers streaming into Washington.

*Low rents become high rents.*—So far the more than 1,000 cases which are reported to have come into the rent-control office seem to be about equally divided between tenants whose rents have been raised and landlords wanting advice about rents which they have raised in cases which they consider legitimate. Most of the complaints by tenants have been against owners whose properties rent from \$25 to \$40 a month, which is definitely low-rent housing. Tenants are advised not to pay any more rent than they were paying on January 1, 1941, and if the landlord refuses to accept this rent he is at fault and cannot evict the tenant.

*Examples.*—A house inspected by the Washington Housing Association had been renting for \$15.50 in July 1941. In August the rent was raised to \$21.50. It is a five-room house, with outside toilet and water and no electricity. There were no improvements in the house at the time of the rent raise, and the house is in need of major repairs. Plaster is falling from the ceiling and walls of several rooms, the roof leaks in part of the house, and the sewer has been stopped up since October 1941 to January without the owner ever fixing it. A family of four people have lived in the house for 6 years, and they have two men roomers. When the tenant tried to pay the agent the \$15.50 rent, the agent refused to take it and demanded the \$21.50. The tenant then went to the Rent Administrator's office, and was told to take a witness and to offer the agent \$15.50. If

the agent again refused to accept this amount, the tenant should wait the next move by the landlord, who could not legally evict him meantime.

In other cases, if the landlord has made improvements in the house and thinks that he deserves a rent increase, he still cannot raise the rent above the January 1941 level until he has requested a hearing before the Administrator and has had his case decided upon. This may take some time, but he cannot collect the rent for the months that have passed and that the lower rent has been paid. Nor can the tenant collect the overcharge he has paid since January 1, 1941.

Cases which will be difficult for the administrator to settle will be those of apartments which have been newly furnished in the last year, and also new apartments and houses for rent. The law provides that these rents shall be set at comparable rents in existing new structures.

*Rent survey.*—An office for receiving information on rent increases in Washington was opened in August 1941 at 458 Indiana Avenue, under the direction of the consumer interest committee of the Civilian Defense Council of the District of Columbia. In addition to increases reported by individuals the office had rent information secured by the Public Assistance Division from some 1,600 of its clients.

The information secured from individuals seemed to indicate that increases were not confined to any one section, but were occurring in all sections of Washington. About three-fourths of the increases reported were from white tenants, and one-fourth from colored. The average percent of increase was about the same for each. Most of those reporting paid rents of less than \$60 per month. Room rents represented a small proportion of all increases reported. They were included in the totals for all dwelling units. Rent increases ranged from a few around 5 percent to two or three above 50 percent, with the average for all reporting slightly under 12 percent. Relatively high increases were more frequent among the rentals under \$50 than among those above that amount.

This same tendency for lower rentals to show a higher percent of increase than higher rentals was also apparent in the increases reported by Public Assistance Division clients. These also ranged from 4 to over 50 percent. The average percent of increase for dwelling units was 16 percent, and for rooms, 24 percent. It will be noted that these percents are considerably higher than for the nonrelief group.

*Where rent control is most needed.*—In a survey by the Washington Housing Association in October 1941 it was found that in a 10-block area of very substandard houses in the Southwest section of the city, 50 percent of the houses had increases in rents over the past few years. These houses rent for from \$10 to \$30 a month when rented as a whole house, or bring as high as \$80 when converted into rooming houses. The real-estate agents controlling many of these properties are not licensed as required by law.

The tenants in these houses are mainly Negroes, many of them on Work Projects Administration or relief. They are used to moving from house to house when for 1 month or 1 week they cannot pay their rent, are evicted, and forced to move to another part of the city, where they try to get another house or to share one with another family.

It is among these people that the rent problem is the most acute, and yet these are the people who will be least likely to go to the Rent Administrator to complain about their rents. They will be ignorant of the law, which is to protect them. They will be afraid of being evicted once more and of not being able to find another place to live at this time. They will not know the rent of the house in January 1941.

*Rent Control v. Housing Shortage.*—Rent control does not in any way solve the problem of the housing shortage. However, it is hoped that if carried out effectively, it will protect the majority of the District inhabitants from soaring rents and from lowered living standards.

#### ROOMING HOUSE REGULATIONS

Until the beginning of this year, there were no adequate regulations for rooming or boarding houses. The only requirements for licensing of this type of housing accommodation were compliance with the zoning laws, the fire laws, the building laws, in that the building was required to be structurally safe, and that there was at least a minimum of sanitary facilities.

Anyone might have obtained a license, no matter what the actual sanitary condition of his house, or his own morals, or the character of the protection from intruders furnished to his tenants.

In 1937 the Washington Housing Association prepared at the request of the District Minimum Wage Board adequate standards for a rooming house that would, as the law provided, "maintain health and protect morals." These standards were used by the Minimum Wage Board in their study of living costs and fair wages. The same standards are now being used by the Civilian Defense Council's Housing Registry in the unofficial inspection of rooms offered for rent to the thousands of defense workers now coming to the city. These standards were called to the attention of the Commissioners at that time and the need stressed for enactment of regulations, proper inspection, and licensing.

In July 1941 the Commissioners promulgated a regulation requiring owners or managers of all rooming houses containing sleeping accommodations for 10 or more persons to obtain an annual license, the fee for which shall be \$5 per annum, effective in August 1941. This seemed to be a mere revenue-raising measure—with provision for some inspection, but no standards were set up for these rooming houses, other than the existing inadequate building, zoning, fire and health regulations. Of the estimated 5,000 or more rooming houses in the District, less than 1,000 applied for licenses. Due to the inadequacy of the building- and fire-inspection forces, inspection has been slow work.

The rooming-house situation has grown steadily worse and authorities have begun to warn of epidemic danger. The number of publicized and unpublicized assault cases on young women Government workers for a time increased sharply. Other crimes—robbery, pocketbook snatching, etc., have become more frequent. Government personnel departments have begun to complain that they were having difficulty in obtaining new workers, or that their workers are leaving to return to their home towns. Police service is being improved however, and will increase as additional police are trained and put into service.

The Health Department, in January 1942, issued a set of rules providing for the licensing and inspection of lodging, rooming, and boarding houses, in which four or more persons not members of the family are living. Overcrowding is outlawed; all the necessary sanitary standards in the minimum degree are set forth; light, heat, ventilation in sufficient amount are requirements essential to the procurement of approval of the Health Department for licensing. Washington's striking problem of too many sharing bathrooms is to be controlled by the 10-person limit set in these regulations, a great advance over the existing ruling of 15 to a bath.

However, many of the needs of proper rooming house management are not included because they are under the jurisdiction of other departments of the municipal government. Some regulations are scattered throughout the new District rent-control bill, such as the posting in a conspicuous place in each hotel room a sign stating the rental per day of such room and a copy of the rates for each room shall be filed with the Administrator. The Administrator may require a license as a condition of engaging in any rental transaction involving the subletting of any housing accommodations or the renting of housing accommodations in a rooming or boarding house. The definition of rooming or boarding house under this act is a house in which living quarters are rented by the householder to more than two persons. The Health Department requires a license in the basis of four persons. However, it does not seem to be a compulsory licensing of houses, with more than two roomers or boarders, except at the discretion of the Rent Control Administrator.

Up to the present time there are no police regulations that managers or operators of rooming houses be required to present satisfactory proof that they are of good moral character as is done under Baltimore laws. There is no requirement that locks shall be kept on the boarders' doors, nor any requirement that the front door be kept locked to protect against intruders. There is also no mention of prohibition against immoral establishments. Rooming-house keepers are not required to keep a register containing a list of names and addresses of persons occupying each room together with the number of the room as is done in hotels. There is no rule set forth concerning who shall occupy the rooms, as suggested that only persons of the same sex shall occupy one room except very young children or married couples, who register as such. Penalty for incorrect registration should also be provided. These are properly matters for the Police Department, whose regulations were long ago offered to the Commissioners but evidently have not yet been accepted.

There is also no definite statement whether the Department of Health will be permitted to revoke or recommend revocation of licenses to the Superintendent of licenses in case of persons continuously violating the provisions of the regulations.

Appreciative as the citizens of the District might be over the new regulations, there will be little cause for rejoicing if the present very inadequate inspection staff is not supplemented by Congress in the appropriation for the coming year. The Department of Health cannot enforce even the best possible regulations if it does not have an adequate staff.

Since seven municipal agencies—building, health, zoning, fire, plumbing, police, and rent control—are involved in the licensing situation, not to mention a division of licensing as the final step, it would appear that rooming-house managers, city officials, and roomers are faced with more confusion than law enforcement. This is a good example of how the mystical maze of laws has been provided for the city in times past.

The rooming-house manager must be informed on seven kinds of regulations and be prepared to be inspected at least five times every year.

How much simpler it would be to coordinate the laws and correlate the inspection as the Washington Housing Association does with its field work. Our two field workers know the basic regulations, inspect (unofficially) for violations of all kinds pertaining to maintenance and use of a dwelling, and refer to the proper official, the particular violation over which he has jurisdiction. He then makes an official inspection and takes action. We are able to inspect 500 to 600 dwellings a month. An inspection force of 5 should be able to cover the city in a reasonable time.

What is needed is that all regulations affecting use and maintenance of a dwelling should be provided in a housing code to be administered by a housing official. Then order would come out of the chaos of contradictions, and compliance and cooperation of people would be attained with a minimum of official effort.

#### COMMISSIONERS AUTHORIZED TO MAKE REGULATIONS

By an act of Congress, 1878, the Commissioners are "authorized and directed to make and enforce such building regulations \* \* \* as they may deem advisable \* \* \*. Such rules and regulations made as above provided shall have the same force and effect within the District of Columbia as if enacted by Congress."<sup>1</sup> By the amended act of 1892, "the Commissioners \* \* \* are hereby authorized and empowered to make, modify and enforce usual and reasonable police regulations in and for said District \* \* \* as they may deem necessary for the protection of lives, limbs, health, comfort, and quiet of all persons and the protection of all property within the District of Columbia \* \* \*."<sup>2</sup> Over the past years there has grown up a practice of running to Congress for these regulations instead of obtaining the assistance of experts at the conveniently located Bureau of Standards of the Department of Commerce.

*Fire-control bill.*—One of the most recent examples of legislative proposed action by the municipal authorities is that of the District fire control bill, H. R. 4586, sponsored by the present Commissioners and endorsed with the exception of one part by the Washington Building Congress and the Washington Housing Association.

Events leading up to the introduction of the bill were touched off by the much-publicized O Street fire, where three lives were lost because of the acknowledged deficiency of fire-resistive construction, and lack of means of egress, both legal violations.

This new fire bill is intended to guarantee protection to the lives and property of District residents, and to replace the obsolete Fire Escape Act drawn up 36 years ago. The chief consideration in this new bill is that it is in effect an enabling act giving the Commissioners power to make flexible rules and regulations as the need arises, and as conditions change, whereas in the past Congress had to set rigid requirements into laws which in a short time became outmoded.

The present old law requires fire escapes only when accommodations for 10 or more persons are provided above the first floor, and this is inadequate to assure safety of occupants of 5,000 or more rooming houses.

The bill permits the Commissioners in their discretion to require necessary fire protective and egress measures, and to make whatever safety measures they deem fit after public hearings.

There is one specific requirement, relating to a fire-alarm system, which has been severely criticized by the Washington Building Congress and the Washington Housing Association because it is the type of regulation which should be acted upon by the Commissioners and which should not be included in an enabling act, also because it is evidently a concession to monopoly of the alarm system.

<sup>1</sup> June 14, 1878, 20 Stat. 131 c. 194; March 3, 1921, 41 Stat. 1217 c. 118.

<sup>2</sup> February 26, 1892, 27 Stat. 394, Resolution No. 4, sec. 2.

Enabling acts are desirable because experience has shown that it is very difficult to secure congressional action to keep such laws up to date.

The Commissioners are fortunate in having conveniently available the services of fire experts at the Bureau of Standards of the Department of Congress in setting up the required regulations with the assistance of the capable Fire Department.

For the present the bill seems to be quietly lodged on the shelves of the Senate District Committee.

*More inspectors needed.*—Aside from considerations of the effectiveness of the measure—it is clear that even if it should be successfully guided through Congress, enforcement of the regulations of the Commissioners resulting from it, would be retarded severely by the very small inspection staff, now one-third the size it should be to cover the rapidly expanding city.

#### RAT CONTROL

In November 1941 Representative Charles Dewey made a thought-provoking statement when he predicted that the congested living conditions and the "rat scourge" which existed around the Capitol (and he may well have added, in many other parts of the city, wherever one finds slum properties) would result in a serious health hazard. He also complained that there was no increase in appropriations for refuse disposal despite the population growth, thus inadvertently improving the living standards of rats.

The Washington Housing Association in August 1941 inquired of the Public Buildings Administration, the District Health Department and the Fish and Wildlife Service, Division of Predator and Rodent Control of the Federal Government what action was being taken on rat extermination on slum sites being demolished for proposed Government buildings, and for surrounding blocks. Assurance was given that rat extermination preceded demolition on Federal sites. In September plans were made for rat extermination on a city-wide basis. There is no lasting value in extermination in a small area since the rodents will migrate into undisturbed parts of the city.

*Rat menace.*—The District Health Department, stirred by several typhus cases early last summer diagnosed as caused by rats, by tales of children bitten by rats in the home, by numerous complaints which poured in by telephone and letter, and by citizens' demands, determined to do something about it. Funds for the employment of a sanitary engineer for the District had not been obtained from Congress. The United States Public Health Service gave valuable assistance by assigning two public health officials to the work of rat, vermin, and mosquito control in the District. A cooperative rodent-control program was set up.

*Citizens cooperate.*—This plan is to bring all citizens and civic organizations into the campaign to rid the entire city of rats. The civic associations of the city appointed square supervisors, who direct operations and provide funds for the purpose—such as buying bait and traps. These are to be furnished by each respective civic group or by local contributors. The supervisor in turn appoints block managers who conduct block-by-block surveys to determine where there are rat harborages, sets the bait or traps, and records their catch or kill. The Health Department acts in an advisory capacity. They mix the bait in approved manner and distribute it to the square supervisors. In this way, each civic organization, having aroused the citizenry in its vicinity will be expected to exterminate all the rats in its boundaries. The plan is to cover the city and then start over again.

Needless to say, in a city of this size, many tons of bait would be needed, and an undue hardship is placed on the poorer neighborhoods to obtain the necessary funds. Then, too, the lapse of time between initiation of the campaign in various neighborhoods will provide opportunity for the rats to establish residence in places not being purged.

An effective solution to the problem would be appropriation by Congress for a large-scale system of continuous operation. Rat and vermin control is just as important as mosquito control, for which Congress is willing to provide funds.

#### LANDLORD AND TENANT COURT

A serious problem in low-rent housing for families of low income is revealed in the landlord and tenant branch of the municipal court. For the first time in the history of such courts a social consultant to the court has been appointed officially. In this way a new interpretation has been given to the thought of Chief Justice

Hughes—that the courts were created for the people and not the people for the courts.

In 1939 a study had been made of the court because tenants complained to the field worker of the Washington Housing Association that they were being charged every month from \$3 to \$6 more than their rent. They were being summoned to court regularly every month although they continued to live in the dwellings.

The study revealed there was an average of 50,000 cases a month, or 200 cases a day, heard in the court in less than an hour, a mere roll call. No attempt was being made to inquire into the causes of this rent delinquency. Only one out of 200 cases was actually evicted. Most suits were for the current month's rent, a sort of collection procedure. Six landlords had 25 percent of the cases. One of these collected approximately \$400 a month in extra costs above court costs.

*Legal aid needed.*—The tenants appearing in court in 1 month were studied. Over 90 percent were found to be repeaters; 60 percent were chronic cases, being sued 6 or more times a year; and 50 percent of them were known to the social agencies.

If justice was to be meted out to these defendants, it appeared that—

- (1) More time should be given by the judge to the cases;
- (2) Inquiry should be made into the causes of chronic delinquency coupled with continued tenancy;
- (3) Landlords should use the courts less as a collection agency, and more as the court was intended to be used.

Frequent conferences between the five judges of the Municipal Court and the Washington Housing Association resulted in new rules and regulations being adopted by the Court which greatly simplified the procedure. This made it possible that these low-income defendants could have full time to be heard at no extra cost. Court costs also were reduced and landlords warned to refrain from adding extra costs.

*Social aid needed.*—Nevertheless it appeared that many defendants had been caught in difficulties they could not overcome—loss of employment, loss of time between jobs, Work Projects Administration lay-off after 18 months, illness of the wage earner, medical expenses, etc. The high rents paid in relation to the low incomes made it difficult for them to catch up on back rent and keep up with the current rent. It appeared that what some defendants needed was social aid more than legal aid.

After a demonstration of 6 or 7 months financed from private funds, it was decided by the judges, the real estate agencies and the Washington Housing Association that the social consultant was a valuable addition to the court and should be financed by public funds. In August 1941, this work was accepted as a public service by the Board of Public Welfare.

There is being developed a better relation between landlord and tenant as a result of better understanding. Excessive court costs have been reduced, but could be still further reduced. The informal procedure has benefited those tenants who felt that they had a defense.

From our field work inspection we learn that some landlords continue trying to collect more than the legal court costs by adding them on hoping the judges will not notice it; some threaten the tenants with eviction; some landlords take the law into their own hands.

There is need for—

(1) Further reduction in court costs. The Landlord and Tenant Court should not make a profit, especially from low-income tenants who can ill afford the high rents they have to pay.

(2) The bill for reorganization of the courts, now long delayed should, be acted upon immediately. One of the five judges of the municipal court is deceased and another is absent much of the time. Three judges are doing the work of five and are much overworked. Further delay on the reorganization has no justification since judges, bar associations and citizens have endorsed the plan.

#### RECONDITIONING AND REMODELING HOUSES

If Washington is to house all of its newcomers and give breathing space to the people who have long lived here two things are necessary, (1) reconditioning and remodeling neighborhoods and (2) rehabilitation of run-down neighborhoods. If the tax structure is to be protected, sick and decayed areas must be restored.

It is the policy of the Defense Housing Coordinator to develop and utilize all existing housing resources within defense areas as a means of providing homes for defense workers. Remodeling of residential properties can be a significant phase of this program, since it may be undertaken so as to increase the housing supply



by adding dwelling units at less expenditure in materials and labor and with greater speed than is required to build new residences.

In order to expedite remodeling activity, there has been developed between the Division of Defense Housing Coordination and the Home Owners' Loan Corporation a procedure whereby home owners who wish to remodel or recondition their houses to accommodate defense workers may, under certain circumstances, secure free technical guidance, including planning assistance and cost estimates. This is not a program for making available cash or loans for remodeling, but rather for providing free of charge technical advice on the feasibility of remodeling properties. The established lending agencies, building and loan associations, banks, or other mortgage lending institutions will be the sources of credit.

Under this joint program local homes registration offices serve as receiving centers for requests for remodeling assistance, sift applications and recommend properties to be examined by Home Owners' Loan Corporation technicians, and study problems of increasing the housing supply by making presently unused dwelling space habitable.

Up to the present time, and under the above arrangement, the Washington, D. C., homes registration office has received 33 applications from persons desiring to remodel or recondition their properties, but they have no record of the number of reconditioning jobs undertaken without their assistance. Nineteen of these applications were rejected due to zoning regulations or the fact that the property owner changed his mind about reconditioning the property in question. Applications for reconditioning or remodeling have been received from the entire metropolitan area of Washington.

#### NEIGHBORHOOD REHABILITATION

"The emergency did not create Washington's housing problem. It was not the cause of the progressive deterioration of many substantially sound structures into old, ill-kept rooming houses. It was not the cause of gradually undermining values in some of the best sections of the city."<sup>1</sup>

Rehabilitation of substandard but basically sound residential structures and the use of existing public works combined with new construction will serve to increase the available supply of standard dwelling units suitable for defense workers by reclaiming obsolete structures and making use of them. It will remove dangerous slum areas from the city and instead increase the number of standard units available. It lowers the unit cost of defense housing as much as one-half, by using existing structural assets and already available pavements, utilities, schools, etc. It saves critical materials.

There are 70 blocks southwest of the Capitol, a good location, "completely neglected except for a few isolated ventures by enterprising citizens and a few hard won projects of the Alley Dwelling Authority. The Federal Home Loan Bank Board is making a survey of parts of that area."<sup>1</sup>

The southwest Washington rehabilitation project if carried out would demonstrate the value of neighborhood rehabilitation. There are 70 blocks in this section of the city, mainly Negro. It is an excellent location, but has been neglected for many years and is made up almost entirely of some of the worst shums in the city. The Federal Home Loan Bank Board survey shows that the district could be restored successfully, that existing structures could be modernized and rebuilt quickly at a cost of but 50 to 60 percent of new construction. Approximately 60 percent more housing units could be created in a short time. In an area of 9 blocks it is possible by demolishing 121 useless buildings to provide 1,000 new dwelling units; 400 would be represented by reconditioned houses which are structurally sound; 600 more would fill in the gaps in the neighborhood and should be new. It would be possible to rent those houses for about \$6.50 a room, a rent that the defense workers can pay, and half the amount necessary if the construction were new.

"Only the Government can reclaim this area if the work is to be done. Private enterprise cannot do it. The right of eminent domain must be exercised."<sup>1</sup>

#### DECENTRALIZATION

The Government is attempting to relieve congested Washington by decentralizing its agencies here. Plans to this effect have been under consideration for about 9 months, and in September 1941, Home Owners' Loan Corporation and 860 of its 1,120 employees moved to New York with little fuss. In December 1941, Budget Director Harold Smith stated that about a dozen agencies with

<sup>1</sup> Address of John H. Fahey, Chairman of the Federal Home Loan Bank Board, before the Washington Housing Association, December 8, 1941.

10,000 employees would have to leave this city. It has resulted in widespread dissatisfaction and upset of office morale due to frequent changes in the decisions as to which agencies would be moved and the locations where they would be established.

*No one wants to move.*—In the first place the agencies to be moved complained bitterly about loss in efficiency and increase in operating costs caused by their removal. All of them, from the Railroad Retirement Board to the Office of Indian Affairs claimed that it was vital for them to keep in close contact with Congress. The Patent Office has been most insistent that it must remain in or near Washington. Employees objected to the obvious hardships inflicted on them and a large percentage in many offices, as high as 50 percent in the Federal Housing Administration, stated they would not leave Washington, if their office was transferred.

There are many complaints about the "high-handed way the Government is ordering people to pick up and move out," without having adequately investigated all sides of the problem. It is said that a complete study should be made of available office space in Washington and the vicinity. Agencies should not be sent to other cities without first determining if there is adequate office and housing space in them, and of course careful consideration should be given to which agencies should be sent away and where.

Decentralization has not yet been universally accepted as a necessary measure. Suggestions as to how to avoid it have been made, such as running agencies on two shifts so that they will only need half the room they now have, or moving the files of the Patent Office into the halls to give more space for offices.

The Civil Service Commission has kindly set up a decentralization service which will consider applications of Government workers who wish to move out of Washington. It is conceivable that there are people who want to leave and the Commission has reported that many of its own employees have asked to be transferred. It has also been pointed out that besides the advantages of a home in a comparatively peaceful atmosphere, the transferee's living costs will be greatly reduced.

*Substitute measures.*—The Senate and the House District Committees, and the House Subcommittee on Buildings and Grounds, have been holding hearings on the advisability of the decentralization program. The Public Building Commissioner submitted a bill recommending an appropriation of \$40,000,000 by Congress for office space and an undetermined amount to provide land and materials for such "tents" [sic] "dormitories and other living facilities" as are necessary for the housing of workers who would be employed in the proposed office buildings. He stated that the special problems to be overcome in this plan are the high costs of land, the scarcity of transportation, water, and sewer facilities. He did not include in this bill appropriations for restaurants, banks, and other facilities essential to modern man in a modern city.

Large-scale decentralization would lessen the traffic problem and the health menace caused by overcrowding, as well as make room for new workers and expanding offices.

#### TRAFFIC

Washington traffic has been the subject of a standing national quip, and in wartime it has become one of the most important factors in breaking down civilian morale in this city.

*Transportation and housing.*—Regarding the critical traffic situation through the eyes of housing, one finds the two problems closely related. With all available houses, apartments, and rooms in the central areas occupied, the incoming torrent of defense workers must look to the outer fringes of the city for a place to live. Once established in a room far from his place of employment, the average new Government worker must use the already overtaxed means of transportation—busses, trolleys, and trains, or bring his automobile into town. The transit company had added to its service all its ancient vehicles and all those it could buy, and still small crowds of prospective passengers wait for long periods of time on street corners these cold winter mornings, while lines of busses and cars go by marked "full."

The hazards of driving in downtown traffic with dodging pedestrians (of which there is an amazingly high death toll), many traffic jams, and the great unlikelihood of finding a place to park, is the other alternative of the worker who does not live within walking distance. In any event the expense of commuting in either manner is almost prohibitive to the clerical, custodial, or service trade worker, when it is added to the high rent he pays. This association has

personally seen examples of persons who have found the grueling test of commuting too much and have been forced to leave the city to find employment in a more receptive community. We have also gone to bat for the education of the outlying rooming house keepers to encourage them to provide a small but warm breakfast, to be included in the cost of the rent, to fortify the commuter for the long trip into town.

There has been a great deal of discussion and much investigation by citizens and by congressional committees in an effort to work out feasible plans for aiding the traffic snarl on a city-wide basis, but as yet nothing visible has resulted, and there are no signs of an efficient transportation system on the immediate horizon. New parking sites have been considered; existing parking sites have been commandeered for Government building, for some other purpose. Plans for a subway are under consideration, but the opposition is strong. Bridges, causeways, underpasses, networks of thoroughfares or roads, rail loops, beltlines, new bus routes—every conceivable scheme—have been brought into the light, yet little is done.

The delay in doing something about it has been attributed, among other reasons, to the difficulty of the District government in past years to obtain necessary funds from Congress directly or indirectly through taxation, for making improvements. Mr. Frederic Delano, Chairman of the National Capital Parks and Planning Commission, has offered some constructive suggestions. His agency has studied the problem for years and is able to give expert advice.

#### BUILDING CODE

The city has been caught unprepared for a huge building program. With a horseless carriage type of building code, it is difficult to provide a streamlined city to meet the housing emergency.

In 1935, the Committee on Sanitary Survey, appointed by the Commissioners of the District of Columbia, requested the Washington Housing Association to survey the existing laws on housing and sanitation and prepare a preliminary draft of a housing code for the District, to embody the most modern standards and to serve as a possible model for the country. A housing code is concerned with the use and maintenance of dwellings as distinct from the construction of them.

The code was undertaken, completed and reviewed by experts and the Committee on Sanitary Survey itself.

Meantime, it became apparent that all the separate codes, such as building, health, safety, plumbing, etc., should be examined, revised, and coordinated.

The Washington Building Congress, a business, professional, and technical group representing a cross section of the building industry, offered its services to the Commissioners. Swinging into action, they set up a "technical committee with 20 specialized subdivisions organized to review the various District of Columbia Codes and Regulations, and authorized them to submit constructive suggestions for their improvement."

Existing provisions were examined, and a model building code was planned by sections, each section to be completed by a group of specialists, whose expert recommendations were considered to be of great value. This building code committee worked about a year. Some committees turned in excellent new codes. Others partially completed their work, and some were unable to do so. It was apparent that hardworking technicians could not lay aside their more pressing employment to take on this specialized unpaid work. It was obvious that a commission should be appointed and technical experts engaged to rewrite all the codes dealing with the design, construction, and maintenance of buildings.

The Building Inspection Department continued with its efforts to revise and coordinate the codes. In the revised code of November 1941, they made use of some of the good features submitted by the Building Congress but they found their revisions seriously encumbered with obsolete laws and regulations, which they were compelled to include since these are still on the statute books.

An evaluation of the revised code should acknowledge that the organization, form, and indexing is very much improved. There are an increased number of definitions, among which are included those which admittedly are modern in meaning, and which were not included in the old code, for example, what is a habitable room; and the distinction between basement and cellar (the latter being declared legally uninhabitable.) However, a great many of those improved definitions recommended by the experts were omitted.

There are distinct improvements noted in the new revision—exceeding in value corresponding parts of the old code—for example, in the old code, window area must be one-tenth of the area of the room, and the new code increases this area to one-eighth; the 1941 code sets a minimum of 8 feet height for an attic room, whereas the old code required only 8 feet for one-half the area of the attic. More adequate lighting and ventilation regulations have also been made.

However, one of the striking deficiencies of the revised code is the omission from the body of the laws those plumbing and health laws which specifically apply to occupancy of dwellings. There is no real coordination of these very closely related branches of housing, either for the convenience of the citizens or the inspection services of the municipality.

It was the suggestion of the Building Congress that this should be a master code with all divisions coordinated and correlated. It is apparent that a thorough analysis of the problem of writing a master building code has not yet been made.

Washington will eventually be compelled to do what other cities are doing—withdraw completely the revised building code and provide an entirely new one in conformity with modern design, materials, and practices.

#### NEED FOR A HOUSING CODE

*No central authority.*—Washington, like many rapidly growing cities, suffers from chronic disorganization. In the absence of a centralized administrative authority, laws and regulations provoked by demonstrated needs or striking emergencies, have fallen under the jurisdiction of health, building, fire, plumbing, zoning, or whatever department circumstances have chanced to propel them. The net result is a very confused mass of rules and regulations which bewilders the average landlord, tenant, or rooming-house manager.

When a citizen complains about an inadequate window, for example, chance determines whether it comes under the jurisdiction of the health or building departments. Often the complaint is lost when it is referred from one department to the other, and since each department disclaims responsibility, nothing is done. Furthermore, there is no follow-up by any central authority, and consequently, the maintenance of existing dwellings becomes a lost cause, and our pockmarked city areas of degenerate real estate grow ever larger.

A housing code is quite distinct from a building code, from a sanitary or health code, and from a zoning code. It has to do with houses as dwellings. It deals with such matters as light, sanitation, ventilation, room arrangement, space, privacy, maintenance, protection against fire, vermin, etc., in the interest of the occupants.

A building code has to do with buildings as buildings. It controls the use of materials, equipment, fire prevention, exits, etc., in the interest of structural safety.

A health or sanitation code deals with insanitary conditions throughout the community from the standpoint of public health. It includes strict regulations on handling of foodstuffs, use of common towels, drinking cups, problems of stagnant water, etc.

A zoning code controls the development and use of private property by dividing the community into zones for each of which it specifies the permitted uses, proportion of lot that can be occupied, height of buildings, density and distribution of population, etc., in the interest of the city and its inhabitants.

From the above it can be seen that each supplements the other and there need be no conflict of responsibility or jurisdiction, since in each case the dwelling is the object of a different concern.

The housing code drawn up by the Washington Housing Association has these principle divisions: (1) Provisions dealing with existing dwellings for which the highest practicable standards are set; (2) provisions for dwellings hereafter erected for which higher standards are set, since no investment has yet been made and no official sanction given. In this way as new buildings succeed old the standard for the community gradually improves; (3) provisions dealing with alterations and improvements of dwellings; (4) standards of maintenance; (5) provisions dealing with administration. The adoption of such a housing code in the District of Columbia is necessary to protect the right of occupants of dwellings in Washington to safe and tolerable living conditions.

Incorporated in the report are the following:

Wartime Washington, by Merlo Pusey. Washington Post, December 23, 1941.

Housing Promotes Staying Power by John Ihlder, executive officer, Alley Dwelling Authority, December 23, 1941.

**TESTIMONY OF MRS. HELEN DUEY HOFFMAN, SECRETARY,  
WASHINGTON HOUSING ASSOCIATION**

Dr. LAMB. What would be the rental average of those rooms listed in the office of the Housing Registry? Have you any figure on that?

Mrs. HOFFMAN. They did range from \$15 for a very small bedroom single or \$15 for double, each person. There are few of those now. They range single \$20 and up, and most of them are between \$20 and \$30. Prices have gone up.

Dr. LAMB. Are all these registered rooms singles and doubles?

Mrs. HOFFMAN. Mostly doubles. Many of them are in private homes. You can rent single or double, depending on how much you pay.

Dr. LAMB. And double rooms rent for—

Mrs. HOFFMAN. \$15, \$20, \$22.50, and \$25 for each person, depending on whether there is a private bath, semiprivate bath and so on.

Dr. LAMB. The rooms with private baths—

Mrs. HOFFMAN. Largely in private homes.

Dr. LAMB. And that number is diminishing?

Mrs. HOFFMAN. No, it is increasing. Some people who never rented rooms before are now doing so.

Mr. WILLIAMS. Many of those who come here come from comparatively small towns where they live one or two blocks from the movies and they want to stay as close to the center of things as they did at home.

We have some vacancies in good rooms with private baths, more vacancies than we have in the poor rooms downtown.

Dr. LAMB. How long in point of time, rather than miles, are they from downtown?

Mr. WILLIAMS. Fifteen minutes up.

Dr. LAMB. Thirty-five to fifty minutes? I am thinking of the District line.

Mr. WILLIAMS. Thirty-five or forty minutes by streetcar or bus to town.

Mrs. HOFFMAN. More than that, Mr. Williams, with the traffic as it is now.

Dr. LAMB. I was asking some of the secretaries in the office yesterday about this commuting time and found those who were more fortunate took around 30 minutes to get here. One girl who had been rooming well out on Sixteenth Street, quite a distance out, had to make a change from a streetcar to a bus and it took about 40 minutes.

Mr. IHLDER. I participated in the checking of girls who didn't want to get so far out because boys don't want to spend more taxi fare than they have to, but there is also a difficulty in getting meals. I have heard of people who had to get dinner immediately on leaving the office and then go home, because there was no place to eat out where they roomed. But the main thing is the probable difficulty in getting transportation in the future. The rationing of tires is going to have a direct effect on the availability of rooms.

Mr. ARNOLD. I can give you another reason why they want to live downtown. They come from small towns and they leave better paying jobs out there—that is, better paying considering their expenses—than they receive here, and they come here to be near the

bright lights, perhaps, and that is one reason they want to live down where everything is going on. They have no desire to get out in the suburbs because they have had enough of that back home.

Mr. IHLDER. But it is going to be a serious transit difficulty from now on.

#### INSPECTION OF ROOMS

Mr. ARNOLD. Now, Mr. Williams, of the number of rooms listed as available, how many have been inspected by your office?

Mr. WILLIAMS. We started out having them all inspected but we are not keeping up with inspections now. I don't think more than two-thirds have been inspected.

Mrs. HOFFMAN. But I have 175 volunteer women inspecting rooms now.

Very careful standards were set up by the Washington Housing Division and on the basis of these standards the Minimum Wage Board Conference Committee checked rooms in setting the minimum wage. Rooms now, however, are passed which meet the minimum standards of the District according to the laws.

However, when an applicant comes into the office, further information is given. It is all there on a card for the interviewer and when the applicant says: "I want to live in a certain district," the cards with the full data are there, and they know how many people are served by a bath and about linens and care of the house and matters of that sort.

Mr. ARNOLD. Of the total rooms can you tell me what percentage are available for Negroes?

Mrs. HOFFMAN. Very few. The register just has five rooms ahead at present.

Mr. IHLDER. From the beginning the registration has not been able to supply the demand by Negroes either in houses, apartments, or rooms.

Mrs. HOFFMAN. And what rooms are available are of such poor character that they hesitate to list them.

Mr. ARNOLD. What proportion of rooms listed are within commutation distance of the principal areas of Federal employment?

Mr. WILLIAMS. All of them.

Mrs. HOFFMAN. That is looked into very carefully.

Mr. IHLDER. But it may be an hour or more.

Mrs. HOFFMAN. Yes; it may be an hour. I believe you have practically no surplus of downtown rooms now.

Mr. WILLIAMS. The number of rooms has been decreasing.

Mr. IHLDER. But we should add that the District Commissioners some time ago did call attention to the possibility that rooms would be needed and the zoning commission has liberalized for the duration the taking in of roomers or lodgers in the more restricted resident districts and that has made available a very considerable addition, but it has caused a great deal of trepidation for fear those residential districts might become rooming house districts.

Mr. ARNOLD. What facilities are necessary to qualify as standard housing in the District?

Mrs. HOFFMAN. The laws of the District are obsolete, very sketchy and for several years we have protested to the Commissioners that the inspection laws are inadequate and ineffectively enforced.

Mr. ARNOLD. Would you compare those laws with other cities of comparable size?

## DISTRICT HAS LOWER STANDARDS THAN MOST CITIES

Mrs. HOFFMAN. I would say our standards as set by law are lower than set by many other cities.

Mr. ARNOLD. Lower than most cities?

Mrs. HOFFMAN. I would say so, yes. For example, in Washington all the windows may be broken in a house with no law to take care of the situation, but if there is no window in a room the Health Department will do something about it.

Mr. ARNOLD. Who is charged with housing inspection?

Mrs. HOFFMAN. There are five agencies which inspect to some degree. A serious thing is that there are seven agencies concerned about licensing of the rooming houses, and I am beginning to feel sorry for the rooming house managers. These regulations have been filtering in recently without any coordination whatever.

The Zoning Commission says any house with more than 2 people is a rooming house and another law says that if they have more than 4 people they must be licensed because of health regulations and another one says if they have more than 10 they must be licensed. Who is going to do the licensing and give the clearance, I don't know. The problem is difficult.

It seems to me these licensing regulations should be correlated so the rooming house manager will know what is expected of him and will be able to carry out the law and conform. I don't know how it will be worked out. I know what could be done.

Mr. ARNOLD. There are plenty of inspectors going around?

Mrs. HOFFMAN. That is the point. Last summer when a licensing law was tossed into the hopper which provided there should be applications for licenses presented if so many people were in a house, about a thousand rooming houses applied for licenses. They have been inadequately inspected.

Now, a new health law requires licensing on the basis of new health regulations which were borrowed from our new housing code, so I think they should be good. But they are just gestures without any regulation for inspection.

The problem in the District is that regulations have dropped and dropped in one department or another, as the emergency arose or somebody said there should be a law about it. There is no coordination of these laws, and the enforcement is split among various agencies.

The Health Department may report to the Building Department that certain houses are unsanitary and should be demolished, and unless there is a follow-up, I certainly don't know how the laws could be enforced.

Mr. ARNOLD. They are not very effective?

Mrs. HOFFMAN. Very inadequate and very ineffectively enforced.

Mr. ARNOLD. Do you have any specific examples of living conditions of different employees?

Mrs. HOFFMAN. The Government employee in the custodial grade here is compelled to live in inadequate housing. Usually there will be a father and mother and two, three or four children in a two-room furnished apartment.

Some 50,000 come into the landlord-tenant court every year for non-payment of rent on time. The people Mr. Van Hyning deals with do not get into the landlord-tenant court to any great degree.

#### BOOTLEG REAL-ESTATE OPERATORS

Those people are living in rooms which are operated by what we call unlicensed or bootleg real-estate operators. There is a law that provides real-estate brokers and salesmen should have licenses, but they don't meet the legal requirements.

Some of those men have been operating in the city as much as 25 years, but they are growing in numbers. There are six large operators who will rent a substandard house from an estate or a bank or Federal Government, and they rent these room by room to families.

I took a matter up recently with Mr. McCabe of the Procurement Division, about a house with seven rooms which was rented to a man who had offered the highest bid for it—a low bid at that—and it got into the hands of an unlicensed operator who has a family in each room. The Government is getting approximately \$25 for the house and this real estate operator is getting somewhere around \$65 or more.

The United States Government obtains these houses by condemnation. They condemn the site for a Federal building and in the interval before obtaining the money for the construction of the building the house is rented.

Mr. ARNOLD. Do you mean a family in each room of a seven-room house brings in only \$65? They don't charge very high rent.

Mrs. HOFFMAN. Each family is paying \$2.50 or \$3 a week for each room, with maybe three or four children in the room.

Mr. ARNOLD. Are these isolated examples?

Mrs. HOFFMAN. No, they are here by the thousands. Some statistics on that indicate what the situation is at the present time. I will give you a short paragraph [reading]:

A 7-room house with 6 families in it; a 6-room house with 20 people in it; a relief family with 13 persons occupying 1 room; are examples of increasing overcrowding. From May 1940 through December 1940, in 30 percent of the dwellings inspected by this association the toilet was shared by 2 or more families. In 1941, the percentage had risen to 46 percent and for November it was 52 percent. Overcrowding has steadily increased from 16.5 percent in 1938 to 30.7 percent for November 1941.

Mr. ARNOLD. That is all I have.

Dr. LAMB. I have a few questions of Mr. Ihlder. Mr. Williams or Mrs. Hoffman might also want to answer.

#### PRIVATE HOUSING CONSTRUCTION

As I understand your testimony, Mr. Ihlder, of the 22,500 units assigned to private industry for 1942, 8,500 have already been listed as under building permits from last July.

Mr. IHLDER. My understanding is that the program as of January 1, 1942, to July 1, 1942, has 10,000 dwelling units assigned to private enterprise.

Dr. LAMB. The 8,500 units listed for building last year have not been completed as yet?

Mr. IHLDER. Not completed yet.



## PUBLIC HOUSING CONSTRUCTION

Dr. LAMB. How many public defense housing units were completed in 1941 in the District?

Mr. IHLDER. Just two projects of the Alley Dwelling Authority, and they are not quite complete. They had 200 in one project and 300 in the other. A new project by F. H. A. is 250. Those will be completed, we hope, early in February.

Dr. LAMB. Those were built for occupancy by whom?

Mr. IHLDER. Civilian employees of the navy yard or perhaps those at Bolling Field.

Dr. LAMB. So that other civilian Government workers are not getting much housing under public housing?

Mr. IHLDER. They are not. It is the narrow definition of the Lanham Act that obtains.

Dr. LAMB. Unless you include the Defense Homes Corporation as a public agency, the figures on the housing program indicate that approximately 15 percent of the building has been assigned to public authority. Could you describe the organization set-up of the Defense Homes Corporation?

Mr. IHLDER. In general terms, it is a corporation organized as a branch or subsidiary of the Reconstruction Finance Corporation for the purpose of building or promoting the building of dwellings.

Dr. LAMB. The building is undertaken by whom? You say "promoting the building."

Mr. IHLDER. It may, I believe, itself be the construction agency—of course, employing a private contractor—or it may be the construction agency itself, or it may finance a construction agency.

Dr. LAMB. I notice some 9,000 family dwelling units are allocated to the Defense Homes Corporation for the year 1942. Was this agency in existence in 1941?

Mr. WILLIAMS. Yes.

Dr. LAMB. What building did the Defense Homes Corporation do last year?

Mr. IHLDER. Last year it undertook two projects in the District. One is out on O Street and the other near Meridian Park. Those are dormitories.

Dr. LAMB. Are they completed?

Mr. IHLDER. No.

Dr. LAMB. Do you know how many they will house?

Mrs. HOFFMAN. Two hundred and fifty on the O Street site and 750 on the other site.

Dr. LAMB. Those are single or double?

Mrs. HOFFMAN. I don't know.

Dr. LAMB. Do you know what the rents are?

## RENTAL RATES

Mrs. HOFFMAN. The rents for the O Street site are \$30 a month and \$50 with breakfast and dinner. Some of us felt the rents were too high for the girls who needed the service most acutely.

Dr. LAMB. Do you have any idea how many of the private industry units are planned for sale and how many for rent?

Mr. IHLDER. I am not sure. They are all subject to priority order and are limited to \$6,000 as the sale price and \$50 a month as rent.

Mr. WILLIAMS. The greater number of those contemplated, that are actually getting started now, will be for rent. For the most part they are family flats, garden type apartments, as they are called.

Dr. LAMB. And their rents cannot go above \$50 a month?

Mr. WILLIAMS. They can if you include certain utilities. If they include gas and refrigeration, they can add a little more, but the basic rent will not be over \$50.

Dr. LAMB. That is under the priorities which permit the building?

Mr. WILLIAMS. Yes.

Dr. LAMB. Does the assignment of a priority number on materials enable the builder to qualify for F. H. A. funds or must the materials be in your possession first?

#### EFFECT OF PRIORITIES ON BUILDING

Mr. WILLIAMS. You almost have to have the material in your hands because the building agencies are hesitant to commit themselves on loans on property which may not be completed.

Dr. LAMB. Under these circumstances how can you expect a great many of the 10,000 actually allocated to be built?

Mr. WILLIAMS. The way it is working now, it is only the builders in excellent financial condition who can enter into contracts, those who can convince the banks of their ability to do the job.

Dr. LAMB. Is that hampering the speed with which this program is being fulfilled?

Mr. WILLIAMS. Unquestionably.

Dr. LAMB. So we may expect the 18,500 here listed, or the 10,000 for this year, will be reduced by an appreciable amount during this year. We may not get the full number by the end of the year?

Mr. WILLIAMS. I would be surprised if we did get them.

Dr. LAMB. You wouldn't have an estimate of what you expect?

Mr. WILLIAMS. The situation changes so rapidly—

Dr. LAMB. For the worse?

Mr. WILLIAMS. Sometimes it looks a little better. Yesterday there was a meeting of builders to try to see how many units they would undertake and it all got back to the question you raised. They must first convince the lending agency that they can get the materials before they will lend the money. Whether the agency is private or public, they want to be sure the builder will get his materials.

Dr. LAMB. I would like to ask Mr. Ihlder if he has anything more to say in respect to the specific program which seems to be developing; if we do have 125,000 people coming in in the next year and subtracting any that may be moved out; what his suggestions would be to meet the problem.

Mr. IHLDER. My feeling is that while the present program that has been announced by the Defense Housing Coordinator is almost ultra-conservative in terms of need, it probably is as large as we could put through at the present time. If things open up a little, and if there is opportunity to expand it and the need continues to be evident, I think we can depend on him to be alive to that and expand the program as required and as the opportunity offers, but at the present time my belief is that this is as large a program as we can expect to put through in the next 6 months.

Dr. LAMB. In terms of the situation that sounds like a cry of despair.

Mr. IHLDER. That is true. It is, of course, a well-known fact that the good city is the city that grows steadily and not too rapidly.

#### CITY EXPANDING TOO RAPIDLY

Sudden spurts, such as Washington is having now, raise problems that cannot be properly handled. They put tasks before the city that cannot properly be done. We are doing the best we can but if we are to get 125,000 more people in a city almost saturated, within the next 12 months, our job cannot be done properly.

But I believe that the Coordinator's program does represent about all that we can have any confidence of doing during the next 6 months. If during that time we find that more can be done, I am sure he will enlarge his program.

Dr. LAMB. And you are prepared to predict that that program won't be completed in the time set?

Mr. IHLDER. I question whether that many houses are going to be built by July 1, but we are going to make every effort to do it.

#### ALLEY DWELLING AUTHORITY

Mr. CURTIS. When was the Alley Dwelling Authority created?

Mr. IHLDER. The bill was drafted in 1929 and 1930. It was enacted in May or June of 1934.

Mr. CURTIS. And when was your organization set up?

Mr. IHLDER. It was set up formally in October of 1934.

Mr. CURTIS. And what are the total funds that you have received from all sources since that time?

Mr. IHLDER. For the first 2 or 3 years we operated on an appropriation of \$500,000, which we have always treated as a loan to be returned with interest. After the enactment of the United States Housing Law or Act enabling us to take advantage of loans from the United States Housing Authority, as local housing authorities in other cities do, we secured larger funds. Before that time the President had made some allocations so that our total capital was approximately \$1,000,000.

After we began to borrow from the United States Housing Authority we have secured, I believe, about \$15,000,000—it goes back and forth a bit—but I think it is about \$15,000,000.

Then came the defense housing projects, so it looks as if we would have, by the end of this year, an investment or commitments of approximately \$20,000,000.

Mr. CURTIS. That is both loan and direct appropriation and allocation of funds, appropriations, and so forth?

Mr. IHLDER. Yes, but every dollar we have secured we treat as a loan to be returned with interest. The only exception to that is the subsidy money which is given to us as a subsidy.

#### SUBSIDY MONEY FROM UNITED STATES HOUSING AUTHORITY

Mr. CURTIS. Does this \$20,000,000 include the subsidy?

Mr. IHLDER. No, sir. The subsidy money comes from U. S. H. A.

Mr. CURTIS. How much is that?

Mr. IHLDER. Somewhat less than the interest and amortization on the capital.

Mr. CURTIS. How much is it?

Mr. IHLDER. Well, that depends on how much we have out at the moment. I can give you the figure as of any date when I go back to the office, but it amounts to, I should say, four-fifths or so of the interest and amortization of the money that we actually have put into use, and that depends on the state of our different projects.

Mr. CURTIS. I want this, not as of the end of 1942, but as of the end of 1941. You will supply me with the total amount of money you have received from all sources?

Mr. IHLDER. That is right.

Mr. CURTIS. Now, this is my last question. How many family units that have been built by you, by the Alley Dwelling Authority, are now available for occupation?

Mr. IHLDER. Depending on memory—we are now making up a statement as of December 31, but to use rough figures temporarily—we have approximately 2,000. We have under planning and under construction 2,000, and then the 850 defense housing units.

Mr. CURTIS. But you will supply the—

Mr. IHLDER. I will give you the exact figures as of December 31.

Mr. CURTIS. That is all.

The CHAIRMAN. Mrs. Hoffman, Mr. Ihlder, and Mr. Williams, we appreciate your coming here very much. The committee will now stand adjourned until 9:30 tomorrow morning.

(Whereupon, at 1:15 o'clock, the committee adjourned until 9:30 a. m., Wednesday, January 14, 1942.)

# NATIONAL DEFENSE MIGRATION

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WEDNESDAY, JANUARY 14, 1942

MORNING SESSION

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE INVESTIGATING  
NATIONAL DEFENSE MIGRATION,  
*Washington, D. C.*

The committee met, pursuant to notice, at 9:30 a. m., in room 1301, New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present were: Representatives John H. Tolan (chairman), of California; John J. Sparkman, of Alabama; Laurence F. Arnold, of Illinois, and Carl T. Curtis, of Nebraska.

Also present: Dr. Robert K. Lamb, staff director of the committee.

The CHAIRMAN. The committee will please come to order. Mayor LaGuardia, you will be the first witness. Take a seat right here, Mr. Mayor.

## TESTIMONY OF HON. FIORELLO H. LaGUARDIA, DIRECTOR, OFFICE OF CIVILIAN DEFENSE, WASHINGTON, D. C.

The CHAIRMAN. Mayor LaGuardia, this congressional committee feels very friendly toward you. You were our first witness when this committee was appointed in April 1940. At that time, of course, we didn't know much about the subject of migration, and don't know a whole lot about it now; but there seemed to be a prevalent idea in the United States that the migration of destitute citizens between States just affected one State—California. So our committee decided we should go to New York, and you gave the committee quite a good start, because immediately you designated migration as a national problem. From New York we went to Alabama, and Illinois, and Oklahoma, and back to Washington, and made our report to Congress.

A year ago last April our committee was continued by Congress to study the problem of defense migration. Since that time we have visited San Diego, which of course is one of the hottest spots in the United States. Then we went to New Jersey, Connecticut, and Maryland and to Michigan to investigate defense conversion and its effect on migration. We then made a partial report. We very quickly found out that the mass migration of destitute citizens depended upon many factors: Worn-out soil, unemployment, mechanization, and so forth. There is no single solution to this problem.

You may wonder why we reach out into health and recreation and housing. Well, those matters tie directly into migration. If a particular community does not have those facilities, people just keep on moving. A similar situation exists with regard to the automobile

industry: if they don't convert, the disemployed workers will migrate elsewhere.

So, Mr. Mayor, I again repeat, this committee feels very friendly toward you and appreciate your very valuable testimony which we referred to in our report.

This is Congressman Arnold at the extreme right, from Illinois [indicating]; this is Congressman Sparkman from Alabama [indicating]; to my left here is Congressman Curtis, of Nebraska. We have another member, Congressman Osmer, of New Jersey. He is a Republican and a bachelor, so we sent him down to Fort Meade. He's in the Army now, or else he would be here.

I will turn you over now to the tender mercies of Congressman Sparkman, of Alabama.

MR. SPARKMAN. Mr. Mayor, I have several questions sketched down here that I want to ask you, bearing directly upon the work of the Office of Civilian Defense:

Will you give us a brief picture of the task assigned to the Office of Civilian Defense by the Executive order which established it, and indicate the present structure of the set-up?

#### ESTABLISHMENT OF OFFICE OF CIVILIAN DEFENSE

MAYOR LA GUARDIA. The Office of Civilian Defense was established by Executive order last May. The President had been thinking about it for a long time.

Of course, the President was way ahead of the procession in that, as he was in all war measures. I don't think there is a better-informed man on the European situation than the President. We had been discussing it for a long time.

The United States Conference of Mayors is very closely associated with our colleagues in Great Britain, and we obtained not only all of the reports and instructions from Great Britain but we had also the benefit of the experience and reaction of the mayors. I have known Mr. Herbert Morrison for a long time. He was, as you know, president of the London County Council, which corresponds to my office in New York City.

The United States Conference of Mayors made a survey and study and submitted it to the President, and he submitted it to the War Department. That was in the summer of 1940.

The matter received a great deal of study, and last May the President signed the order, established the Office of Civilian Defense, and asked me to take over the job.

I do not believe there was any doubt in the mind of the President that it was necessary to have it well organized in the event that we got involved in the war.

The Executive order provided that the Office of Civilian Defense would take over the protective side of civilian defense and the protection of civilians in the event of an attack by a foreign enemy. Perhaps the name was not a good one. I fear that a great many people really believe that we have defense forces. Very often I am asked about antiaircraft guns, airplanes, coast defense, and the Navy. Are we sure that we can keep the enemy planes from attacking our city? and so forth.

Well, that is not our function; that is purely a military and naval function and has nothing to do with civilian defense. In other words, we do not come into action unless the enemy gets by the Army and the Navy.

#### CIVILIAN SELF-DEFENSE

Mr. SPARKMAN. Your set-up is one of self-protection?

MAYOR LAGUARDIA. Passive self-defense of the civilian. We have nothing to shoot back with.

Therefore, I gave first attention to the protective side of the order. We commenced with study and with forming the rules, regulations, and instructions as to what to do in the event of enemy planes getting by the Army and Navy and actually dropping bombs on our cities or our territory. That included air raid warden service, fire auxiliary forces, emergency repair squads, and medical rescue squads. That in itself was quite a task. The President also included in the order that the Office of Civilian Defense had to approve any matter involving public relations, or civilian participation by other agencies of Government. Well, we have tried to cooperate on our side.

We started with nothing. All we had was an Executive order and the experience of Great Britain. We were finally given quarters. The order provided for representatives of the Army and the Navy. The Army assigned a very excellent officer, a former deputy chief of staff, Brig. Gen. L. D. Casser. The Navy assigned Rear Admiral Clark Woodward. That was our start.

We slowly built up an organization. I, being an executive of a city and having had more experience in making budgets and breaking budgets, proceeded rather slowly with the formation of a clerical staff. I don't like large clerical staffs. That has not helped my popularity in certain quarters in Washington, D. C. I don't believe we are over-staffed on the protective side of my office.

#### REGIONAL OFFICES

The order provided for the establishment of regional offices throughout the country. We took as a region the same area as that of an Army corps area, and we established offices in Boston, New York, Baltimore, Atlanta, San Antonio, San Francisco, Omaha, and Chicago.

A regional director was appointed for each region: The regional director for Chicago is salaried; Omaha is salaried; and I believe we will have to have a salaried director in Baltimore. Then the Army assigned officers and the Navy assigned officers to each of the regional offices.

Long before I was appointed director I sent a board of fire officials of New York City to Great Britain to study fire fighting under war conditions. They had returned and made their report, so we had the benefit of their first-hand observations.

Shortly after I assumed office I appointed a board consisting of commanding officer of the State Police, the State of Michigan, one of my own deputy chief inspectors in New York, two engineers of cities, one public health official of a city, and a construction man, and we sent them to Great Britain. They made a survey and a study there in the various activities of their fields, and they returned and submitted a complete report to me.

## INSTRUCTIONS AND HANDBOOKS ISSUED

Then we proceeded to prepare the instructions: Oral instructions, handbooks for air-raid wardens, fire auxiliary, black-out instructions, and so forth. I would like to leave a set of those instructions with the committee.

Mr. SPARKMAN. We would be glad to have them.<sup>1</sup>

Mayor LAGUARDIA. May I say this—and I say this without reservation: There isn't a person in this country, who has criticized the Office of Civilian Defense, that had read those instructions. One very well-known writer wrote an article on civilian defense, and 1 week after his article appeared he did us the compliment to ask us if we had any instructions that we had sent to the field, that he would like to see them.

Now, here are some of them [indicating]. Here is the Air Raid Warning System. That [indicating] is a book of instructions. Training Courses for Civilian Protection. What To Do in an Air Raid. We want one of these in each family.

This is Meet Your Air Raid Warden, which gives the elementary rules for individuals. You see, we printed it on inexpensive paper. The first order was 39,000,000. Now, if you ask me how they were distributed, all I can say is I hope they have been distributed.

We are not permitted, gentlemen, to go into a city and distribute them. I do in my town, because I happen to be the mayor of that town, and other mayors have done it, if we could bootleg some of this official information to the mayors, but we are not permitted to send them to the mayors. We have to go through an involved and complicated, complex system of State government. Some States have distributed them; as to others, I don't know.

The CHAIRMAN. Are there State laws against the distribution of such material?

Mayor LAGUARDIA. Oh, no.

Here is the complete list.

(The following publications issued by the Office of Civilian Defense were offered in evidence, accepted for study by the committee and are held in committee files:)

- Report of Bomb Tests on Materials and Structures.
- Protection of Industrial Plants and Public Buildings.
- Glass and Glass Substitutes.
- Equipment and Operation of Emergency Medical Field Units.
- Civil Air Patrol.
- Training Courses for Civilian Protection.
- Emergency Medical Services for Civilian Defense.
- Meet Your Air Raid Warden.
- What To Do in an Air Raid.
- Black-outs.
- Air Raid Warning System.
- Protection Against Gas.
- Auxiliary Firemen.
- Fire Protection in Civilian Defense.
- Decontamination Squads.
- Fire Watchers.
- Demolition and Clearance Crews.
- Handbook of First Aid.
- A Handbook for Messengers.
- A Handbook for Rescue Squads.
- A Handbook for Road Repair Crews.

<sup>1</sup> See list above.



Now, gentlemen, many of my colleagues in the House the other day, who spoke, haven't read those pamphlets or instructions, nor have they any idea of the amount of work that is involved in their preparation. Every bit, every line, is the result of careful study of actual experience in Great Britain and of consultation with experts on the subject.

The CHAIRMAN. Mr. Reporter, will you see that they are marked as exhibits?

Mayor LaGUARDIA. Here is the first day. Glass and Glass Substitutes. "Volunteer Offices." I have got more coming.

You remember, Mr. Chairman, the passage in St. Luke: "Those who have the key——"

The CHAIRMAN. I know St. Paul better than St. Luke.

Mayor LaGUARDIA. "Those who have the key to the temple of knowledge, they enter not and they permit not others to enter." That has been my experience, with all this labor.

Mr. CURTIS. Maybe the failing of your Office, if it has any, is that it didn't provide for those who can't read, including some of the Congressmen.

Mayor LaGUARDIA. I sent a copy to every Member; I couldn't do any more. But I can understand that. I remember how mail used to come to my office by the ton. But I at least could make believe that I had read them.

Mr. SPARKMAN. Mr. Mayor, you stole my thunder. I was going to tell you I had read them.

#### JURISDICTIONAL DISPUTES

Mayor LaGUARDIA. Thanks. Then we appointed directors for metropolitan areas, in addition to the regional directors, and that has caused me no little trouble and grief.

Most of us have flown, gentlemen. You will remember that if you are in a plane, and you look down, you see a city as one large development; no one can tell where the city lines are or where county lines are; it is just one mass of development. Therefore, we formed metropolitan areas and appointed the mayor of the largest unit as the coordinator.

Now, the purpose of that is that many factors enter into the success of a bombing attack: it may be the defense; it may be the weather; it may be the wind—any factor.

So you can never tell just what section of your metropolitan area is going to be hit, and you require flexibility; so that you can move your fire apparatus and medical aid from one section to the other.

Well, we first ran against the local jealousies—city lines and municipalities beyond the city lines; in other cases, county lines; and, in other cases, State lines—and we had to live through that. It was not an easy matter, and we have that now, I think, pretty well cleared up.

We had trouble of that sort in Philadelphia; we had trouble in Detroit; and we had trouble in Los Angeles.

We didn't have any trouble down my way, because, in my little town down there, we kind of know each other; and we never had a meeting. All we do is pick up the telephone. I can say to the neighboring mayor: "Send me the fire department for my village," and he

can call up and say: "Send me a fireman for my town." That is all there is to it. We had no trouble down there. In other cases we had a great many jurisdictional conflicts.

There is not time, in warfare, to think about local jurisdictional conflicts. I want to fight the Japs and the Italians and the Germans; I don't want to fight sheriffs and Governors; I don't like to. I hate fighting anyhow.

The CHAIRMAN. Mayor, right there; that geographical problem—48 States—is not comparable with England at all, is it?

Mayor LA GUARDIA. No; and we will necessarily have to go through this difficult period. England did, Mr. Chairman. England had the provinces and the counties. When the bombing got heavy Great Britain federalized the fire department, so now there is no more problem of that kind. They can shift it where it is needed. And they just took fire departments out of inland cities and placed them in industrial centers, where they were attacked. And England has federalized its air raid warden service very well.

Mr. SPARKMAN. That is a result, however, of a very real danger, rather than a danger that you tried to make the public anticipate?

Mayor LA GUARDIA. Yes; I will come to that, if I may.

Mr. SPARKMAN. I wonder if, right there, I might ask you a question about these various State set-ups.

You have described to us the regional offices. There are nine regional offices corresponding to the nine areas in our military defense?

Mayor LA GUARDIA. That is right.

Mr. SPARKMAN. Then, under your regional office, I gather that you asked the State to organize, is that right?

Mayor LA GUARDIA. Well, many of the States had State defense counsels before we were set up.

Mr. SPARKMAN. Well, they came right into your organization, did they not?

Mayor LA GUARDIA. I wouldn't say so.

#### DUTIES OF REGIONAL OFFICES

Mr. SPARKMAN. Well, how do they function under the regional office? What is your next step?

Mayor LA GUARDIA. Our next step is to have the regional officer coordinate all these various activities. In other words, it is his responsibility to beg, plead, cajole, or in some way get the local defense counsels to establish their air-raid warden service, their fire auxiliary, their medical rescue, and their emergency repair. That has been done, and it is going on very nicely now.

Our difficulty has been in getting down to the local government. You see, gentlemen, that under modern warfare, and the new technique of warfare, it is the industrial city that is the target of attack. The reason for that is not because they want to kill women and children; the reason for that is because they want to retard or destroy war production, and it does slow it up, and therefore every city has become a legitimate target of attack. Whether we approve of it or not is not the question. It is a target of attack, and this protection service that I am telling you about, you find in the established functional departments of municipal government. Air-raid wardens belong in the police department. You have a fire department; what

you have to do is to increase the fire department in personnel and equipment, and I hope you will ask me about equipment later on.

You must take care of the injured and bury the dead, and the cities are equipped to do that. They have their hospital service and their health service. You enlarge that service to take care of the emergency. Then you have the damage wrought by high explosives or incendiary bombs; we have cared for the first by the increased fire department. Then you have the collapse of buildings, the tearing up of your streets, the breaking of your water mains, sewers, and gas mains.

#### EMERGENCY REPAIR SERVICES

Then you organize; you increase your departments: Your water department, your street repair department, your gas department, and your public works. You take the equipment that you have and you supplement it with the equipment of the utility companies, and you supplement it with the equipment of the contractors. You have your trained personnel there, you form your batteries and they are ready to move out to make immediate emergency repair, as it happens.

You can't make permanent repairs, but you must make emergency repairs, because you may have a break of a water main and a sewage main alongside of it, and the first thing you know you contaminate all of your water supply. You must make your emergency repairs on water supply, because you can't fight fires unless you do.

There is a British city, gentlemen, that was bombed very heavily all one night and all one day, and they destroyed the whole water supply. Now, had the Germans returned there on the second day they couldn't have fought those fires, but as it happened they didn't—they had a couple of days, and they just ran a temporary pipe line surrounding the city and they drew from that.

Those immediate emergency repairs are a matter of life and death, the cities have the machinery, the equipment, and the personnel to handle it. All you have to do is to increase your city apparatus and to organize it so it can move out on an instant. That is being done all over the country.

In the beginning, of course, it was very difficult to get the actual training going.

#### AIR-RAID WARDEN INSTRUCTION

Take the fire auxiliary; we have no trouble with that, gentlemen, because they are trained at the fire houses and with apparatus. They see it; they can handle it. And they gradually absorb the necessary knowledge and go out to fires to learn further. But take the air raid warden: after you have read the lectures to them, after you have given them the field medical instructions, then you ask them to drill. They must patrol beats 1 or 2 hours a day, and nothing happens. It becomes very monotonous and tedious, and we are bound to have a turn-over.

Also, the spot fire fighters, for fighting incendiary bombs; in the beginning of the war that was one of the greatest hazards in the British cities. But as they developed the technique of fighting these incendiary bombs, and as the efficiency of the air raid wardens increased, it became no longer a great hazard. Now we know the

technique of fighting these incendiary bombs; they have instructed our air raid wardens; we have given them the technique; but we haven't any material with which they can have actual practice.

At Edgewood Arsenal, near Baltimore, the Army has provided a school with a 2-week course. We have 50 officials there every 2 weeks. It has been running for the last 5 months and we have graduated hundreds of officials.

They, in turn, go home to instruct these air raid wardens in fighting incendiary bombs. But we can't demonstrate. We haven't any magnesium, and there is nothing that can simulate it. You have to give them the real test of the heat, how near they can approach to it and how long it burns. We begged around, and we just couldn't get it. So we shopped around, and finally the director of the United States Council of Mayors got in touch with some of our British colleagues and we got a thousand incendiary bombs, which they shipped to us.

#### DUTY ON BOMBS FOR DEMONSTRATION

They arrived in New York the other day, gentlemen, and I was kind of proud, and I thought, "Well, here is a chance, at least, where I can show off," because nobody else could get any of them. We went down to the customhouse, and I had a police officer and a truck to get them, and lo and behold, the customs people made me pay \$18.75 duty on them. And there you are.

THE CHAIRMAN. Did you have the \$18.75?

MAYOR LA GUARDIA. We scraped it up some way. The training of the air-raid wardens is really a tedious and uninteresting course—just to take an untrained man or woman and have him patrol 1 hour or 2 hours, or put him on a roof top where he will be stationed for 1 or 2 hours. It is pretty generous of them when you get them to do that, and we have to do it, to toughen them up. That is going on very well throughout the country.

MR. SPARKMAN. Let me ask you another question with reference to this organization.

MAYOR LA GUARDIA. May I also mention just one other thing?

MR. SPARKMAN. Yes; surely.

MAYOR LA GUARDIA. Then there is the medical rescue squad, that is in splendid shape. Medical units have been formed in all of the hospitals, and they move out on the alarm and establish field stations.

The injured are taken first by the air raid wardens and those having first aid training, and they are stretchered to these field stations. There they receive attention by physicians and trained nurses, and from there they are evacuated to the base hospitals. That is well organized throughout the country.

MR. SPARKMAN. I want to get a little clearer in my own mind as to the organization of your set-up.

I gather, from what you say, that, if you had your way about it, your organization would center more or less around the cities—rather, around the metropolitan areas—with emphasis on the industrial sections of the country, rather than to follow State, county, and city lines.

MAYOR LA GUARDIA. Generally, I think that expresses my views. In other words, as a Federal agency, we ought to have the power for direct contact anywhere we may find it is necessary.

Mr. SPARKMAN. Now, under the present set-up, you find yourself dealing with a great many organizations that have grown up, some of them even before you were organized. So your own organization more or less stops with your regional office, and that office thus becomes a kind of coordinator?

MAYOR LA GUARDIA. A coordinator, yes; and there to help, insofar as the State organizations will permit us to help. Now, as to New Jersey: New Jersey insists that we cannot have any direct communication with any locality.

Mr. SPARKMAN. How many States have defense councils?

MAYOR LA GUARDIA. All of them.

Mr. CURTIS. May I ask a question at that point?

Mr. SPARKMAN. Surely.

Mr. CURTIS. Is it your opinion, Mr. Mayor, that the program of civilian defense should be uniform throughout the United States?

I am thinking of the problems that you have in New York City, or that they have in Los Angeles, as compared to a village in the Middle West of a thousand people, far removed from any military objectives.

I am not insinuating what the answer should be. I am just wondering what your opinion is on that, to bring the best results and the best discipline on the part of all.

MAYOR LA GUARDIA. I am glad you mentioned that. I believe that the protective side of civilian defense ought to be a national system, and uniform in its organization.

No set of rules, gentlemen, can possibly apply to every city, so these rules and regulations and instructions are written on a national basis, with the distinct understanding that they are susceptible to modification to meet local conditions. Therefore, the application of these rules will depend upon the layout of your city, the type of structures in your city, even the make-up of your population. They are all susceptible to modification to meet local conditions, but your general plan, gentlemen, should be uniform.

These state defense councils, gentlemen—and I hope you will not misunderstand me—have done excellent work. They mean well, but they are too large, and you cannot command operations by a committee.

#### SUGGESTED SET-UP

Therefore, the ideal set-up would be to follow the chart, having a general command in Washington, a regional command, and then a command in every area, with air raid wardens under the command of one individual, preferably the police commissioner or the chief of police; fire-fighting forces under the command of the fire chief; emergency repair under the command of whoever handles the public works or a comparable competent technical official, and your medical rescue under whoever has charge of your hospital departments.

In many activities of civilian defense, your State defense council is excellent. They have contact with its social work, its welfare work, its health work, its recreational work—that is all fine—and they can split up into subcommittees and work with these established agencies of the State and the counties and the municipalities; but when it comes to acting under fire, they must regulate the conduct

of the people in order for the people to protect themselves, and they must fight fires, and they must carry on this emergency work, and they must care for the injured. There you must have individual responsibility and individual command or you are going to have confusion.

Does that answer your question?

Mr. CURTIS. I think the civilian defense in the interior of the country has a great work to do, but I wonder, sometimes, if, by requiring them to pursue the same course of action and live the same life as at another point where the problems may be very different, you might get a reaction opposite from that which you were seeking.

Mayor LAGUARDIA. I agree absolutely with you.

Mr. CURTIS. It is a great agency for morale and discipline and all those things.

Mayor LAGUARDIA. East of the Rockies and west of the Alleghenies, in so far as air raid wardens are concerned, I do not believe they should do anything else but have an organization plan. I do not believe, for the time being, gentlemen, that any more than that is necessary.

#### AREAS REQUIRING LIMITED PARTICIPATION

I would except from that, though, the cities on the Great Lakes, because we have found that the Nazis are very resourceful. They have carried out air attacks that were considered impossible. But in those sections east of the Rockies and west of the Alleghenies, and just excluding the cities along the Gulf of Mexico and some of the highly industrial cities along our Great Lakes, I think that the activities of the Office of Civilian Defense should be limited, for the time being, to the morale, to the health, to the recreation, and to the related activities that are in our voluntary participation division of the Office of Civilian Defense.

You see, gentlemen, it all depends upon the relative position of the enemy forces. Take the Atlantic: At the present time, with Great Britain, Great Britain's Fleet, the R. A. F., the American outposts, our naval patrol, our air defense, I do not believe that we are subject to or liable to have long sustained, repeated attacks.

We are not out of the danger of having short, sporadic, quick, sudden, surprise attacks, but, if that condition changes on the Atlantic side, then naturally we will have to change accordingly, and perhaps go to permanent black-outs and take all such permanent or more elaborate measures. At present, we must take precautionary measures and be careful and be on the alert, but our chances of prolonged bombing are much smaller now.

On the Pacific, of course, you have another situation, but you also have greater distances, and civilian defense must always be guided by the military situation as they are informed of it by the Army or the Navy.

Mr. CURTIS. If you will pardon me, in that connection have you had a budget that permitted you to buy newspaper space to carry advertising?

Mayor LAGUARDIA. No; and I hope we never have.

Mr. CURTIS. I have noticed some midwestern newspapers — in fact, in my own district — carrying full-page ads on what to do in an air raid.

Mayor LAGUARDIA. Ads?

Mr. CURTIS. Yes; apparently. I suppose it may have been just public spirit on the part of the newspapers.

Mayor LAGUARDIA. I am informed that that was not an ad. We furnished that mat and they ran it for us.

Mr. CURTIS. Free of charge?

Mr. LAGUARDIA. Yes. The papers wouldn't charge us for that.

Mr. SPARKMAN. Mr. Mayor, what has been the source of your funds for the support of your work thus far?

Mayor LAGUARDIA. Federal.

Mr. SPARKMAN. Well, have there been appropriations made by Congress already?

Mayor LAGUARDIA. Yes, sir; for the Office.

Mr. SPARKMAN. For the Office but not for the equipment?

Mayor LAGUARDIA. I think they have been very generous. I have never spent all that was allowed to me in any one quarter, on the protective side. I think the voluntary participation would need more money.

Mr. SPARKMAN. Well, there is some talk of legislation—in fact it may be that bills are pending already—to change the voluntary status of the people who are assisting in the program to a paid personnel basis. What is your opinion as to that?

Mayor LAGUARDIA. I don't care whether you pay them or not, if you get the right person. No matter who he is, he is going to be unpopular if he tells the truth, the way I am this morning.

You can't buck up against 48 defense councils, averaging from 150 to 170 fine, enthusiastic, patriotic, willing people, and do a good job without running into opposition. As to those two bills that are pending, Mr. Chairman—one the Senate bill and the other the House bill—it doesn't make a particle of difference which of the two bills you pass; it will not make a particle of difference, gentlemen. All the work is done.

#### PURCHASES MADE BY ARMY

Let me tell you about that: In the first place we never intended to do the buying. I wouldn't want to do it because we have only a few purchases to make, and I didn't want to build a great big purchasing staff, with technicians and engineers and inspectors. So I asked the Army to do it for us, and the Army consented. The specifications have been drawn, the inventories have been made, and the Army is ready to shoot it out the door.

Now, we were going to do the allocation. It makes no difference which of the two bills you pass. The allocation has been made. All we have to do is pick up the book and hand it to whoever is going to do the job. I can tell you just how many boots, how many helmets, all every city is going to get. So don't lose any time with it. Let's get it going.

Mr. SPARKMAN. You were talking about the little squabble we had the other day on authorizing purchase of equipment?

Mayor LAGUARDIA. Yes.

Mr. SPARKMAN. I had reference to the other, the paying of your personnel, taking them off of the voluntary basis, not necessarily all of them but a great many of them. There has been some suggestion that that be done.

MAYOR LA GUARDIA. Do you mean air-raid wardens, too, in the field?

MR. SPARKMAN. I don't know how far down it is proposed to go. I am just asking for information.

MAYOR LA GUARDIA. I still believe in our form of government. Anything Congress says is O. K. with me.

MR. SPARKMAN. But the work has been proceeding satisfactorily, you think, on a voluntary basis?

MAYOR LA GUARDIA. I know it. If I were a smarter person perhaps I would say it has been a magnificent job. However, I don't give (snapping fingers) who says it hasn't been, because I know it has been done.

MR. SPARKMAN. Referring to this fight that we had in the House the other day: You heard something about it, did you not?

MAYOR LA GUARDIA. Yes, sir. Sure.

MR. SPARKMAN. I happen to be one of those who voted to leave the authority where the President said it ought to be; therefore I think I can ask you these questions.

MAYOR LA GUARDIA. Surely.

#### PROPOSED LEGISLATIVE CHANGES

MR. SPARKMAN. The principal objections raised, as I recall, in the debates, were, first of all, that the military organization was better equipped to give us a uniform program throughout the entire country; second, that satisfactory progress had not been made thus far in the program, and that there is a great deal of confusion. I think you have described the reason for that quite well to us this morning. The third was that the office of Director of Civilian Defense was so big and exacting that it ought to have, as its director, a full-time official, and that one who was filling the very big job as mayor of our largest city could not possibly have time to fill properly the job of Director of Civilian Defense.

I just wondered if you would care to comment on the whole situation.

MAYOR LA GUARDIA. Let's take the first objection: The Army. I don't think it is a military task; I don't think the Army wants it. It is fire-fighting and preparing for the injured, and those are purely civilian defense activities which we are prepared to do. I am sure the Army doesn't want to go into child care, nutrition, recreation. So much for that.

MR. SPARKMAN. May I interject there? I gather from what you have just said that as a matter of fact you plan to use the Army for procurement purposes.

MAYOR LA GUARDIA. Oh, yes; that was planned right from the very beginning, and they are going to do all the procuring for us. Otherwise, look what a staff we would have to build.

That is why I am just a little different than some of the other agencies around here: I don't want that kind of a staff. What would I do with them afterward? If they are good they belong in other departments; if they are no good I don't want them.

Now as to your second question: I can assure you that everything that is humanly possible—all the education preparatory to the technical and to the scientific work—has been accomplished.

Now, on the third: Speaking personally, if I had been a Member of the House, I could have criticized that much better than was done on the floor of the House.



## THREE ALTERNATIVES

But seriously, gentlemen, I do get pretty tired at the end of the day, and I think that before very long I will have to choose one of three alternatives.

I do want to stay until you get that first bill by, and I want to stay until the other bill which the President has approved for sending to Congress—providing for compensation for injured air raid wardens, fire auxiliary, medical rescue crews, and so forth—the bill which has been drafted by the Department of Justice, and is now part of an omnibus bill consisting of several emergency pieces of legislation.

I would like to see those bills passed and get the work started, and then, frankly, gentlemen, I will have to make one of three choices:

I will either give up being mayor of the city of New York, and take the Office of Civilian Defense, if it is the President's wish that I should; or I can give up the Office of Civilian Defense and go back to New York and mind my own business and criticize everything that is going on in Washington, or I might do what I did in the last war, if I can get by with it.

So that yet has to be decided.

Mr. SPARKMAN. Mr. LaGuardia, you have had opportunity to observe, to some extent at least, the defense organization in the District of Columbia, have you not?

Mayor LAGUARDIA. Yes.

Mr. SPARKMAN. What is your reaction to that?

Mayor LAGUARDIA. I think the personnel—the head and the Commissioners—have a very intelligent understanding of the problem.

I think that the Director selected is an excellent man. I also want to say that many of the local organizations throughout the country, and the State organizations, are very good; they are excellent.

Now, in the District of Columbia I have only one criticism, and that is a matter of organization. I believe that the air-raid wardens ought to be under the Police Department, and the fire auxiliary ought to be under the Fire Department, and that your medical rescue ought to be under the Hospital Department, and that your emergency repair ought to be along the lines I described. As it is now, you have a coordinator, and I strongly urge you to adopt the organization that I have suggested.

Now, Congress has not done its part with the District of Columbia; your Washington government needs more money. Now, I know what I am talking about, gentlemen. I run a town myself with a budget of over \$580,000,000, and I know what it costs to run a city.

## REQUIREMENTS OF DISTRICT

You must give that Police Department more men. You must give it more firemen. More policemen and more firemen. And you must give it more equipment. It needs more emergency hose. That was just knocked out because somebody believed that they didn't need that additional hose. You must have a large supply of reserve hose, because you can't tell what part of your water supply will be blown up or destroyed or impaired, and you have to reach out and get water wherever you can find it, and you may have to pump great distances. So it is very foolish economy not to give the Fire Department the hose that it needs, and I hope that, when that bill does come before the

House, that will be remembered, and ample provision made for more hose.

#### BLACK-OUTS

Now, Washington is a difficult place to operate in, and I wouldn't say that it is free from all danger. It is not a difficult place to find; that is very easy. Even I could find it, and I was the worst flyer in the whole A. E. F. On a moonlight night—on any night—whether you have a black-out or not, you can find Washington; that is no trouble at all.

A black-out wouldn't help much. The only purpose of a black-out is it makes it more difficult to identify a specific place: For instance, the navy yard, or some strategic place like that, but the city can be found.

I thought the black-out the other evening was rather successful. The streets were well cleared, and the people behaved well, except that they were all with their noses up against the windows, exactly where they shouldn't be; they should keep away from the windows, but I don't think they would be there if there should be a raid.

However, there is an intelligent understanding of the problem, there is a desire to do a good job, and Congress ought to give it the support it needs.

Mr. SPARKMAN. Thank you, Mr. Mayor.

Mr. ARNOLD. Mr. Mayor, you spoke of sending out 39 million, or having printed 39 million, of one of these pamphlets?

Mayor LA GUARDIA. Yes.

Mr. ARNOLD. Does that apply to all of those publications or just certain ones?

Mayor LA GUARDIA. No, no. Just to this one containing general information to the citizenry.

Mr. ARNOLD. And the others?

Mayor LA GUARDIA. The others are technical. Some go only to officials.

This one [indicating] would go to every family. Some go to officials. Some go to the Fire Department. Some go to the whole Defense Council. Some go to the Police Department. Each in its own specialized field.

Mr. ARNOLD. You have had printed just an amount ample to give that coverage?

Mayor LA GUARDIA. Some of them haven't even been distributed. They are still at the State headquarters.

Mr. ARNOLD. They have been distributed by your office?

Mayor LA GUARDIA. Yes, they have been sent to the field. I hope that when my successor takes over, he will be permitted to distribute these things. As it is now, I can't do my own mailing. I can't mail out our own stuff, gentlemen.

And did we take a licking about a month ago, when some posters were sent out—not by my division—and some towns got more than their population? We had nothing to do with that, but we had to take the blame.

Mr. ARNOLD. Well, of course, you handled this job during the most difficult period. You have handled it at a time when many people in the country thought it was crazy.

Mayor LA GUARDIA. Well, the Chicago Tribune thought even worse than that.

Mr. ARNOLD. I would just like to ask you, Mr. Mayor: don't you believe that it would have been just about as easy for the Japs to have attacked Los Angeles or San Francisco as it was to attack Pearl Harbor?

Mayor LA GUARDIA. No.

Mr. ARNOLD. But it would have been entirely possible and feasible for them to have gotten a carrier over to within striking distance of those plane factories in southern California, would it not?

Mayor LA GUARDIA. No, I wouldn't say so. There are certain factors that enter there that I don't think we want to discuss.

#### NUMBER OF AIR RAID WARDENS

Gentlemen, to give you an idea: As of December 31, 1941, the reports received from the field would indicate that we have 607,307 air raid wardens.

Now, the reason I say that looks too good is because I want—when I send out for reports, I insist on getting the number of men and women that have been trained or actually in training, and I fear, in the 607,000 we have some that are just enrolled and not trained.

Then we have 258,967 auxiliary firemen, and I know that they are in training.

We have 136,676 in this medical service that I described to you.

I think you had an inquiry about nurses' aides. Now, that is being worked out with the American Red Cross.

We have a regular working agreement with the American Red Cross, because the Red Cross is an agency of Government. The Red Cross has undertaken all of the first-aid training, and we just have hundreds of thousands of those. I think it is over 1,000,000.

Now, the nurses' aide course is a course beyond first aid. These women go actually into a hospital and get practical training, and the Red Cross has undertaken the expense of that, and has appropriated a million dollars for nurses' aides, and that job is well on its way, a percentage of them have already been trained, and the balance will be trained, completely, I think, within 2 months.

Now, these nurses' aides stand ready to go into hospitals. They are turned over to the voluntary participation committee, and locally these participation committees can place them in hospitals, in health centers, in baby health stations, or wherever they are needed, because, gentlemen, we are going to have a great shortage of internes and nurses. We have a shortage now. I have over 500 vacancies for nurses in my city hospitals in New York alone, and we are short on internes now, so we must necessarily arrange some sort of a pooling system whereby all communities can have medical and nursing service, and also meet the requirements of the Army and the Navy.

I think you had a question on the number of defense councils. There are 7,031, and, to date, over 3,516,000 men and women have enrolled.

Mr. ARNOLD. That is all I have.

The CHAIRMAN. Have you anything to say about the deferment of students, Mayor?

Mayor LA GUARDIA. I am glad to mention that.

Gentlemen, we must win the war, but in winning the war we must not destroy our future. Now, granting the extreme difficulty of all our war problems, with no illusions as to its being a difficult war to win, we are going to go through some very dark periods. Although it is going to tax our resources, we still must have a country left after the war is won.

#### SELECTIVE SERVICE

I believe the Selective Service Administration has been most stubborn. I realize the difficulty of its problems. It must provide the men, but it must meet conditions. We cannot, in one breath, say that this is a war of production, and we have got to get the tanks and the airplanes and the motors and the ships out, and, on the other side, close our eyes and pull these men out of the shops and put them in the Army.

Selective service is what the name implies, and what Congress intended it to be—selective. Therefore, due consideration must be given to the skilled mechanics or to the potential skilled mechanics; due consideration must be given to the necessity of feeding our people and feeding a great part of our allies.

So we come to the college men. Of course, it is agreed, now, I think, that students in engineering, chemistry, electricity, will not be disturbed.

This war is going to last some time, so I would take the bona fide student, who has matriculated in a recognized college for a full course, during the summer months. I would take him 3 months a year for training, and, at the end of the fourth year, put him in the Army. He could qualify for a commission by that time.

Naturally, the medical students we must not touch, and when they graduate they can serve their internship immediately in a hospital. Nor should they be put to doing paper work. The Army doctors must learn that there is something more important for such men to do than paper work. These young graduates of medical schools ought to be given the full year's internship, either in a civilian hospital or in a military hospital. Then, gentlemen, we have a great many boys who are now deferred because of slight defects. That just doesn't make sense, and the whole medical profession of this country will say it doesn't make sense.

#### MILITARY GUARDS NEEDED

You take the matter of teeth: why, all we have to do is to provide the necessary correction. It wouldn't cost much. The same with other slight defects. Those men ought to be drafted. We need some 56 battalions of military guards in this country.

We need them badly, gentlemen, and no one is going to realize it until something terrible happens. I have been begging for it for a long time. At one time, the War Department had agreed to form these military guards; now they can't do it. The President has already ordered eight regiments to do guard duty temporarily throughout the United States.

We have been working frantically on it, gentlemen. The plants have been ordered to provide their own internal protection. Railroads must provide their protection. But there is a limit. No city in the

country has enough police to carry on the necessary guard duty in wartime, with the danger of sabotage, and we need these military battalions, and these boys could be found easily, gentlemen, in the men who are now deferred because of slight defects.

#### PHYSICAL REHABILITATION OF SELECTEES

The CHAIRMAN. In other words, Mr. Mayor, you would be in favor of a physical rehabilitation program, would you?

Mayor LAGUARDIA. Yes; except for major defects. I wouldn't fuss with mental cases: But for slight eye defects, slight teeth defects, venereal disease. I wouldn't put a premium on those things, because we can cure them.

We can cure syphilis in a very few days in New York City. We can cure gonorrhoea, and we do. It is compulsory in my State, and in many other States. I wouldn't put a premium on venereal disease; I would put them in the Army and cure them, but not count the time that they are being cured.

But I don't think we can stop our cultural life; we shouldn't. If this war drags out, and you strip your boys of higher education, what is the next generation going to be?

We have the manpower and we don't lose that, because we train them to be officers. It isn't a difficult matter to arrange if it is understood, and if the desire is not to be too rigid.

Mr. CURTIS. What is your opinion as to older men, particularly men who served in the last war, who are anxious and insistent upon doing something, and who perhaps have some physical defects that would prevent them from combat service?

Mayor LAGUARDIA. I would put them in this military guard battalion—to guard waterways, waterworks, power plants, all sensitive points. We need over 150,000 of them.

Mr. CURTIS. And when you made your reference to food you were referring to a broader agricultural exemption or deferment?

Mayor LAGUARDIA. I referred to just keeping that under control, so there would be no shortages. I think that Germany sends her farm boys, who are in the Army, back to the farms during the harvest seasons. There, of course, some older men could replace the younger men.

#### DEFERMENT OF COLLEGE STUDENTS

Mr. CURTIS. In your recommendation for deferment of college students, and those who contribute to the culture of our land, do you think there is a danger of running into a class distinction there, based on the financial ability of the families to send their sons to college and university; one group entering combat service—many of them to make the supreme sacrifice—and another group is deferred? Do you think there is a potential danger there?

Mayor LAGUARDIA. No. Maybe I have a warped view of this, because of the conditions in my city. Certainly it isn't a matter of affording to send the boys to colleges. My colleges are just filled with young people from families who are on relief—students are going there because they get N. Y. A. assistance. That has been the history of the colleges of the city of New York for some time. The requirements

are so high there that the pocketbook has nothing to do with it. It is a real mental test.

Mr. CURTIS. I wouldn't think that that would be true throughout the country.

Mayor LaGUARDIA. I wouldn't know.

Mr. CURTIS. I am sure it is not true in my State.

Mayor LaGUARDIA. I hope I am not living in a country where only people who have money can get a higher education. I know it isn't true in my city.

As to those who might enter these guard battalions, they would simply be putting in their time in getting their training and education, and would be able to qualify as officers just as do our boys who go to West Point.

They can carry on their military education along with their college work. I would make that a condition. They would be good and tough when they graduated, and would be officer material. We are going to run short of officer material pretty soon.

Mr. CURTIS: What is your reaction to the recommendations that came out of the Baltimore meeting of educators, for stepping up a college course so students could graduate in 2½ or 3 years?

Mayor LaGUARDIA: I think that depends upon the student. Some don't learn much in 10 years. Others would learn a lot in 2½ years.

Mr. CURTIS. I think their idea was to operate 12 months in the year, and also have longer days.

Mayor LaGUARDIA. That would be good. That would be fine, if the youngsters can absorb it.

#### POST-WAR CONSIDERATIONS

The CHAIRMAN. Mr. Mayor, I have just one observation to make, and I think you will agree with me. This committee has traveled a hundred thousand miles over this country, and has become greatly disturbed about what is going to happen after this war is over.

Mayor LaGUARDIA. I am, too.

The CHAIRMAN. We have millions of people who have left their home States and gone to these defense centers. Take my own State, California, for instance: Before you can go on relief in that State you have to live there 5 years.

Suppose the war stopped tomorrow, or 6 months from now. Many persons would have lost their settlement in their own State and not yet acquired it in the State of destination. It is going to be a whirlpool unless, through voluntary savings, compulsory savings, public works, or something, we look ahead.

Mayor LaGUARDIA. Mr. Chairman, the war doesn't frighten me any more, as frightful as it is going to be, but the after-war period is frightening, and we must be thinking and planning and preparing for it now.

The migration, or change of residence, that you referred to is only one of the problems we shall face. We will necessarily have to take some workers from every plant and place them in new plants, and put unskilled people in their places to be trained. Thus we shall spread or dilute the skilled trades that we now have.

Then, after the war, there will be a sudden drop in employment, with dislocation of families. Communities will have a large number of people out of work that they cannot absorb. Some States, as you say, have rigid rules of relief that will increase the burden.

We are not in a class room any more, gentlemen. We are in a realistic world, and we must realize that all of these problems now are national problems. Therefore, we must start to plan for the after-war period now, I would say.

You talk about savings. Yes, we must save. I would suggest that all overtime be paid in defense bonds, payable after the emergency.

I would provide that a certain percentage of war contracts, at least covering a part of the profits, be paid in deferred bonds, payable after the war.

I would also take a certain percentage of all war wages paid and replenish the fund of unemployment insurance so that we can extend the period for the payment of unemployment compensation until we get readjusted.

It is taking, now, from a year to a year and a half to transform a factory from peacetime production to wartime production. It will take that much longer to transform it back to its normal production.

We must provide continuance of education. We must have no interruption of education following the war.

We must not go through a starvation period, gentlemen, because hell will break loose if we do, not only in our country but throughout the world.

We must have such a reservoir of food and supplies in our country that we can send it to other countries that will need it badly. If we do not they will have an empty victory, with an aftermath problem that will be just as frightful as war.

Fortunately, we have the resources; other countries haven't, gentlemen. The other countries can plan and study, but they haven't the resources, and we have.

Yes; we are short in some basic raw materials. We are going to find the pinch of that, but resources for the maintenance of life we have, and we ought to start pooling them now, gentlemen. That is more important than anything else.

We are going to win the war. There is no question about that, but we also must win the peace. We must save this country, and it requires the best thought and the hardest work that we can give to it.

The CHAIRMAN. Thank you, Mr. Mayor, very much. We are very grateful to you, and you have given us a very valuable contribution.

The committee will take a 5-minute recess for the benefit of the reporter.

(The following table was submitted and accepted for the record:)

*Office of Civilian Defense—enrollment and assignment of volunteers as of Dec. 31, 1941*

State or region	Number of defense councils	Number of volunteers enrolled to date	Volunteers assigned to training or duty in protective services (Citizens' Defense Corps personnel)					All other protective services	Volunteers assigned in voluntary part-time activities (Community Service personnel)
			Total	Air raid wardens	Auxiliary firemen	Auxiliary police	Medical personnel		
<b>FIRST REGION</b>									
Connecticut	169	85,000	50,400	16,100	11,750	1,900	2,650	18,000	19,000
Maine	440	50,000	4,910	800	500	500	210	2,900	15,000
Massachusetts	351	215,000	199,014	112,900	16,800	17,000	8,314	44,000	14,544
New Hampshire	235	40,000	5,783	2,800	950	100	133	1,800	12,000
Rhode Island	39	32,000	4,717	2,000	100	400	1,017	1,200	14,000
Vermont	140	7,500	1,650	500	500	200	50	400	3,000
<b>SECOND REGION</b>									
Delaware	46	31,100	8,685	800	2,100	800	985	4,000	21,955
New Jersey	554	130,000	90,000	45,000	20,000	25,000			40,000
New York	118	203,972	203,972	59,555	57,815	30,992	28,280	27,300	
New York City <sup>1</sup>	1	297,301	163,799	100,000	47,935		2,117	8,747	22,950
<b>THIRD REGION</b>									
District of Columbia	1	31,737	23,747	16,224	964	1,350		5,209	
Maryland	35	67,000	13,800	7,500	3,000	300	2,000	1,000	
Pennsylvania	604	225,695	149,195	80,000	20,500	15,995	6,700	26,000	75,000
Virginia	133	127,000	71,500	20,000	1,500	1,600	5,000	44,000	52,500
<b>FOURTH REGION</b>									
Alabama	67	65,000	20,300	1,000	2,850	1,850	10,000	1,600	
Florida	95	750,000	93,521	15,196	36,000	10,325	10,000	22,000	80,000
Georgia	94	11,480	5,702	1,580	1,356	1,442	650	674	
Louisiana	112	250,000							
Mississippi	<sup>3</sup> 107	45,500							
North Carolina	<sup>3</sup> 101								
South Carolina	<sup>3</sup> 54	55,404	13,623	3,929	1,363	1,318	2,438	4,575	
Tennessee	130	9,804	1,804		1,804				
<b>FIFTH REGION</b>									
Indiana	92	26,820	11,820						15,000
Kentucky	72	9,250	1,200	400	400	400			1,200
Ohio	531	76,500	3,125	909	1,300	925			15,000
West Virginia	62	21,000	1,030	530	325	175			1,000
<b>SIXTH REGION</b>									
Chicago	1								
Illinois	<sup>3</sup> 91								
Michigan	193	95,000							
Wisconsin	82	35,000							2,038
<b>SEVENTH REGION</b>									
Arkansas	75	50,000	6,000		3,000	2,000	1,000		500
Iowa <sup>5</sup>	89	7,700	4,000						3,700
Kansas	204								
Minnesota	102	85,000	85,000	40,000	2,500	2,500	40,000		
Missouri <sup>6</sup>	114	69,098	6,690		1,000	3,590	1,500		16,185
Nebraska	119	44,621	446						44,175
North Dakota	20								
South Dakota	72								
Wyoming <sup>7</sup>	23	5,000							

<sup>1</sup> New York City does not include volunteers for surgical dressings and sewing, 65,000; first aid, 75,000; resuscitation, 58,869; blood donors, 18,000; grand total, 509,170.

<sup>2</sup> 210,552 enrolled.

<sup>3</sup> Number of defense councils from Nov. 25, 1941, report.

<sup>4</sup> Georgia, 69 councils reporting.

<sup>5</sup> Iowa report, Des Moines only.

<sup>6</sup> Missouri report, St. Louis and Kansas City only.

<sup>7</sup> Wyoming report, Cheyenne only.



Office of Civilian Defense—enrollment and assignment of volunteers as of Dec. 31, 1941—Continued

State or region	Number of defense councils	Number of volunteers enrolled to date	Volunteers assigned to training or duty in protective services (Citizens' Defense Corps personnel)					Volunteers assigned in voluntary part-time activities (Community Service personnel)	
			Total	Air raid wardens	Auxiliary firemen	Auxiliary police	Medical personnel		All other protective services
<b>EIGHTH REGION</b>									
Arizona.....	<sup>3</sup> 14	7,580	950						
Colorado.....	<sup>3</sup> 41								
New Mexico.....	75	20,000	12,800	1,800	500	1,000		8,520	
Oklahoma.....	<sup>3</sup> 77								
Texas.....	890								
<b>NINTH REGION</b>									
California <sup>3</sup> .....	167	136,400	79,884	37,028	7,800	13,900	6,256	14,900	
Idaho.....	<sup>3</sup> 44								
Montana.....	<sup>3</sup> 56								
Nevada.....	<sup>3</sup> 25	14,000	2,150	600	700	500	150	200	
Oregon.....	<sup>3</sup> 36	39,014	39,014	17,319	4,721	8,362	2,670	5,942	
Utah.....	<sup>3</sup> 29								
Washington.....	<sup>3</sup> 39	44,124	44,124	19,846	2,604	5,535	4,556	11,583	
Total.....	7,031	3,516,600	1,423,755	607,307	258,967	149,359	136,676	246,030	477,277

<sup>3</sup> Number of defense councils from Nov. 25, 1941, reports.

<sup>3</sup> California report covers 63 cities only.

### TESTIMONY OF DEAN JAMES M. LANDIS, EXECUTIVE, OFFICE OF CIVILIAN DEFENSE

The CHAIRMAN. Please state your name and official position.

Mr. LANDIS. At the present time my title is Executive of the Office of Civilian Defense. Until 2 days ago I was Director for the first civilian defense region, which covers the New England States.

The CHAIRMAN. Mr. Landis, you have been asked to appear here this morning because of your recent appointment as Executive of the Office of Civilian Defense. Our involvement in war makes the task of civilian defense one of the primary aspects of a total-war effort. Our strength depends on our effectiveness in this area no less than our effectiveness in the job of production. We are aware of the fact that you took office only on Monday and are, therefore, the more appreciative of your willingness to assist us on this short notice.

I am going to ask Congressman Arnold to interrogate you.

Mr. ARNOLD. We understand that you have been the chairman of the New England regional office of the Office of Civilian Defense.

Now, we have had a very good picture of the operations of the central office from Mayor LaGuardia. Will you give us a brief picture of the work of a regional office such as the one of which you have had charge, indicating some of the major problems which confronted you and the extent to which your office was able to meet them?

Mr. LANDIS. I think the best way to approach that thing is to take the history of the civilian defense effort.

In the last few months in New England, I came into the picture—I think it was in the middle of July. Prior to that time the New England communities as a whole had been disturbed by the emergency situation and had created State councils of defense and a series of

local councils of defense. Those were large aggregations of people who were dealing with all sorts of different things.

About May or June, when Mayor LaGuardia took the directorship of the Office of Civilian Defense, he came through New England and he succeeded, very ably, in presenting a portion of that program, at that time. That was the portion relating to protection.

Mayor LaGuardia, in his inimitable way, brought home to that area the possibility that we might be at war in a fairly short time; and also the possibility that if we were at war, we would be attacked. That didn't mean that the protection effort started at that time. New England is a little different. The State councils of defense of two States had gone ahead with a program of training of all these groups of services which the mayor described.

I came into the picture at that time. I had first to acquaint myself with what the States were doing. Then my next move was to find out what they should be doing and how we could help them to realize those objectives.

Some States, in this field, were talking about civilian defense but their plans were paper plans and nothing much else. I spent a considerable time in trying to bring these things into real effect, with the assistance of the States. My effort in the main has been through the State councils of defense rather than directly to the communities themselves.

Our form of organization in New England is such that the responsibility in Government generally heads up to the governor, through his appointed agencies, and so there is a better chance of getting uniformity of action by dealing directly with the States than by dealing directly with the communities themselves.

Some of the difficulties that arise are differences of opinion that occur between the communities and the States—some of them political, some of them social—and they all have to be ironed out. The Federal Government is what might be called a chemical solvent in that situation. It can help to smooth those things out in a way which no other agency can. We have had situations where there were two State defense councils in a particular town, both fighting for priority in dealing with this problem, and consequently a very confused picture was given the people of that community.

#### TRAINING OF VOLUNTEERS

The importance of the program along the line of protection demanded the training of numerous volunteers in technical fields. We had few instructors in these fields. When we started, we had to build up a corps of instructors who would know what they were talking about in this field. Then we had to standardize instruction.

An air raid warden may mean a hundred different things. It has got to mean one thing.

Standardized courses of instruction have now been worked out. A man has to go through those courses in order to qualify and in order to get the Federal insignia.

In New England we are death on this business of unqualified people wearing the Federal insignia. We don't want that to be true. We want to have the thing as a sort of badge of merit, which a man earns and which he is proud to wear.

That was one thing necessary in the situation, to hold men up to certain standards.

The other way in which the Federal Government could help enormously was in the imparting of information. Here in Washington there is technical information available in this field which can be spread out to the States. They are glad to get it although they may vary it on occasion. In such cases you may have to resort to what might be called regional treatment. They have their own ideas as to how to do various different jobs, and as long as the job is done effectively, I see no reason not to allow some variation, provided that the objectives are the same.

#### FIRST INTERCEPTOR COMMAND

One important means of bringing uniformity in the field of protection is through the armed services in the United States. For air-raid protection the first thing you have to know is, how do you know when you are going to be attacked? Now, that, of course, is the function of the First Interceptor Command, but the First Interceptor Command is working through civilians, and must work through civilians. We have recruited the civilians for them, and are trying to keep these civilians active on their posts. Today some 10,000 volunteers are manning posts in New England, watching for planes. And those posts have to be manned for 24 hours a day.

Other volunteers are manning the district warning centers where the signals move from the information centers, first to them, and then out through to what we know in New England as report centers. They call them control centers here. Those are the operating centers of the protective forces and the organization of those operating headquarters seems to me to count very much in this business.

Unless you have an operating headquarters where men take their orders, and where they can report, and where they can be assigned to their specific task when occasion arises, I don't think you have much. You have a mob and not an army.

December 7, of course, brought a great impetus.

A lot of things had to be cleared on a regional basis. We had to know, for example, what was the signal for a public alarm.

It was different in different places in New England. We had to have one signal, so that a fellow in Providence gets the same meaning as a fellow from Boston.

I mention small things like that simply to indicate the necessity for getting a certain uniformity of action. The interesting thing is how you get that uniformity of action. The Federal Government has no power in that connection. The power to do that resides partly in the States and partly in the municipalities, but the way we worked was to get uniform action in the various States and then try to get communities in each State themselves to take their lead from the State.

If the community went out of line, there were pressures that could be brought upon that community to come into line.

Another great unifying force that the Federal Government can exert in this field is to be the line of communication between the military authorities and the civilian forces. Nobody could clear, for example, the way in which Federal forces would call upon the civilian forces for aid, except the Federal Government. In that way the

States could be brought together. I can give you an illustration of that. The question of the approach of hostile enemy airplanes has got to be decided at one source, and one source alone. You can't have every military commander coming in and trying to alert a particular community. His information might not be accurate. You must have that alert given at the place where definite responsibility is lodged and all the data are available.

Well, the Army and Navy will clear that on their side so that anybody with information of that nature in the Army and Navy will give this information to the proper agency. Meanwhile on the civilian side you can clear it by saying: "Don't obey any orders except the order that comes from the one single source."

It may seem a small matter, but a failure to clear that kind of thing cost at least one death in Portland, and a series of false alarms throughout New England.

#### UNIFORMITY IN BLACK-OUT REGULATIONS

Then you have to deal with the matter of uniform treatment in this business of black-outs for instance. You can't deal with that on a municipal basis. You can't have one municipality having certain black-out regulations, and the next one having completely different black-out regulations. They have to be uniform. The same thing is true with reference to the suggestions of public conduct in theaters, churches, schools, et cetera; all that kind of thing. You can't have people acting upon their own bright ideas instead of obtaining the best information available, from a central source, as to how to handle these matters. It has been the urge of necessity that has, I think, brought uniform treatment of these matters throughout an area of that size. It is also an important thing to bring home to the civilians a sense of their own responsibility in these matters.

I think, in the field of protection, there is not now, even indirectly, any attitude of "Well, that is the Army's task; that is the Navy's task; let George do it." We have to understand that this business is our own. We are looking out for our lives in this work of "passive assistance." The Army has its own task to do, which it will perform capably.

#### VOLUNTARY PARTICIPATION

Now to move to the other aspect of the program, the program of voluntary participation. Thousands—in fact, millions—of people in the United States are asking, over and over, this question: "What can I, as an individual, do for defense or for the war effort?" We have that great store of human resources available.

The jobs in the field of protection aren't, as yet, enough to take up that store of human energy, some have somehow to get the mechanics to feed that human energy into the tasks that need to be done—and we have to know what the tasks are that need to be done. The creation of a mechanism for the registration of people is one of the easier tasks. To register them and find out what they can do, what their aptitudes are, is an enormous task but it is one of the easiest tasks, as I see it.

Many of the States and many of the communities had started off doing that kind of thing on their own. There was a general State-wide registration last April or May in the State of Massachusetts.

It didn't accomplish much because there was no mechanism to put them in the tasks that they could do after they were registered.

There is where I think the Federal Government can do a real job—in the suggesting of ways and means by which communities can meet their problems. We have an enormous Government of many specialized lines here in Washington from which emanate many good ideas, and if those ideas can be effectively transmitted to the communities in terms of the needs of those communities, this store of human energy may be released and put to work. In this way, we may be able to deal with what the mayor called the frightening picture of after the war.

A difficulty that arises in that connection is the channelling of that information. As I see it, from the community angle, from the State angle, or even from the regional angle, there are many voices talking in Washington, but one doesn't quite know what they are saying nor if they all speak with authority.

For example, these agencies, the State councils of defense, local councils of defense, were built first to deal with problems of protection. Then they moved out to deal with the wider problem of voluntary participation. They have a certain loyalty to the regional office of the O. C. D. They ask questions of it.

Meanwhile, other agencies or groups move in and offer their resources. They say, "Shall we do this? Shall we do that? What is the meaning of it? How does this fit into the general picture?" The way in which communities should deal with the problems of the war, seems to me the great problem that can be solved by these regional offices and through the Office of Civilian Defense itself.

Perhaps I have taken too long, sir.

Mr. ARNOLD. No. It is very interesting. I think you have covered most of the points I wished to question you on. Then your job as Executive requires over-all responsibility for the two phases of the program?

Mr. LANDIS. Yes, sir.

Mr. ARNOLD. And is it your view that these two phases are separate and distinct, or in what way do you feel they must be integrated?

Mr. LANDIS. My view is that they are part and parcel of the same picture. Protection, for instance, is accomplished through volunteer service on the part of civilians. I don't believe that the Federal Government today is thinking of paying all these people for doing a job that they should be doing for themselves, for their own existence. But that is only a partial utilization of what I spoke of a moment ago as the enormous store of human energy that is now available to do something for the country to meet the problems that it is facing. These problems are seen dimly by the people but they haven't become quite concrete to them in many instances.

Mr. ARNOLD. Will you state for us ways in which the national office will enlist the cooperation of Federal departments and agencies in meeting the needs in these communities?

Mr. LANDIS. The way in which I think that can be done is to show the bearing of the defense effort on the community, and tell the community, "These are the things we think you ought to be doing. These are the ways in which we think the Federal Government as a whole can help you. These are the agencies that it possesses to help you."

We can also survey that community and say, "Now, look, you are not caring for this thing. You are not taking care of that thing. Can we help you do something about it?" That is what we must do if civilian defense is brought to the community.

Mr. ARNOLD. That is all the questions I have, Mr. Chairman.

The CHAIRMAN. Well, thank you, Dean. We appreciate your coming here very much.

#### TESTIMONY OF MRS. FRANKLIN D. ROOSEVELT, ASSISTANT DIRECTOR, OFFICE OF CIVILIAN DEFENSE

The CHAIRMAN. Mrs. Roosevelt, we appreciate very much your coming here this morning. I think you know considerable about the work of our committee, so we won't go into that.

But after traveling around the county we have been gravely concerned about housing, health, education, and other essential facilities. We have been concerned not only because of the personal hardships these shortages cause, but because they are major obstacles to effective war production. They create labor turn-over. They result in ill health and lowered efficiency. Lowered production results at a time when not one gun, tank, airplane can be spared.

We have been concerned by discrimination against the foreign-born, against women, against Negroes, in employment and training practices, not only because this is contrary to the American way, but because it fails to utilize a large section of our labor force.

Now, Mrs. Roosevelt, you know this country as few others do. One of the members of our committee has designated you as "Migrant No. 1." I am sure you won't be insulted by that.

You have been close to the needs of our people. In what ways, if any, do you feel these unmet needs may interfere with our all-out war effort? Perhaps you would illustrate with examples of situations you have seen in various parts of the country.

#### INSECURITY OF FAMILY OR GROUP WEAKENS WHOLE DEFENSE

Mrs. ROOSEVELT. Well, I think there are a great many ways in which unmet human needs interfere. There is one basic thing—let's take it in the field of defense—people must feel secure—that is to say each individual family must be secure, to make the whole defense of the Nation strong.

Therefore, when you have either a family or a group that is insecure, you weaken your whole defense. That is why it is important, I think, to meet the needs of people. In the first place, that strengthens your defense, because people have the feeling that they have something worth fighting for, the feeling that they can fight, because they are strong, they are well fed, they are well housed, they know they have a job and it is secure. That makes a strong nation.

Then, in the field of production, it seems to me it is perfectly obvious. We know that if you don't have enough to eat you can't work well, and therefore your production is cut down.

If you are living under conditions which are poor, sleeping conditions that are bad, if you have overcrowding, medical health conditions that are very poor, you are not going to do your job as well nor are you going to produce as much. I think that that can perhaps

be illustrated by a number of situations that exist in various parts of this country, but one which is coming to the attention of everybody just at present is the Michigan situation.

I might cite a number of letters from people in which they say, "We have been laid off, we don't know what is going to happen to us." There are rumors of every kind. "How long will it take to convert plants? The cost of living is rising. Our unemployment compensation isn't adequate. Our whole situation is insecure. We are not even told that we will get our job back. We don't know how we are going to get training for the new job."

That creates a depression in civilian morale. Now that isn't happening just in Michigan. That happens in many places, and will happen more and more. I think that we have to prepare for that and not let it happen if possible. If you want an illustration of a group situation, take your Negro situation, right here in the District or in New York City, a group of people who feel that they are pushed aside and not allowed to participate.

It may not be the Negro group only. It might be some of the aliens who have come to this country to escape certain things in other countries, and who are most anxious to contribute what they have to contribute. Now I am not minimizing the fact that we have to be extremely careful and that we have to investigate such persons with great care, and that we have to know all we possibly can about these people, but I do think that we have to utilize everything that we possibly can utilize, if we really are going to be all out in this war. I think you can find a sense of frustration in those groups, which leads to poor morale.

They are part of our life, and such feeling leads to poor civilian morale and to poor production, because it means they have a sense of not being able to contribute, of not being included in what is happening.

The CHAIRMAN. Well, Mrs. Roosevelt, you speak my language. We found those things true of the migrants in 1940, 4,000,000 of them on the road and, as you say, insecure. We must give those people a country worth fighting for and dying for. I do not feel that you can separate civilian morale from Army and Navy morale, it just can't be done.

Mrs. ROOSEVELT. No, it all hangs together.

#### WORK OF VOLUNTEER PARTICIPATION DIVISION

Mr. CHAIRMAN. As I understand, since August you have headed up the volunteer participation division in the Office of Civilian Defense. Will you please indicate what the purpose of the division is and what its work has been up to this time?

Mrs. ROOSEVELT. Well, when I came in, there had been two people preceding me. The first person was Mrs. Kerr, who was borrowed from the W. P. A. Her work, primarily, had to do with professional and service projects, and she was simply borrowed to look over the field and see what could be done.

Then Miss Eloise Davidson, who came from the Herald Tribune in New York, was borrowed also to continue trying to develop a way in which volunteers could be used and by the use of volunteers, civilian morale could be helped.

Miss Davidson had worked in the T. V. A. She is a very excellent organizer and knows a great deal about people and about nutrition. She did not know a great deal about Government agencies and work in Washington. She had not had that experience before.

Therefore the only actual thing that had been done at that time was the asking of two people to come in and work on the establishment of volunteer bureaus, as they were then called—they are volunteer offices now—under the State and local defense councils.

Well, at that time State and local defense councils were nonexistent in many places, because there was still a feeling that this whole idea of protection was a foolish thing. Many persons felt that we weren't ever going to be attacked, nothing was ever going to happen to us, and why did we want to agitate about this? So the Office of Civilian Defense made a pattern for the organization of a volunteer bureau. Then they started to try to get some bureaus established.

When, with Miss Davidson's consent, the mayor asked if I would come in and help her, I found that to be the situation. There was the beginnings of volunteer bureaus. Very nearly the first thing you think about is the stimulation of protective things, if you are planning for defense. It gradually became evident that if we were going to have a complete defense we had to have a conception of what lay back of what might be called semimilitary functions in defense, for the whole community.

#### COMMUNITY GROUP ORGANIZATION

Well, we decided first of all to try to see what groups of people had to be interested, if we were going to get the whole community interested in defense. The volunteer bureaus were pretty well on the way to organization, at least on paper. That meant they knew what they wanted but that they hadn't gone very far. Then I decided that we would need a youth-activities division, because there would be young people in every community that would want to be doing something. We would have to know what they wanted to be doing and how to interest them.

We would also have to deal with organizations: Women's organizations and men's organizations, that would want to be doing something. Many of their activities they called defense programs. So Miss Davidson took over those organizations, very largely, as we got them set up. It gradually began to dawn upon me that we would really need to set up some way of getting information from all the Government and the State and local, and even from labor groups, to know what was happening, what was the impact of defense, in communities all over the country. You couldn't just sit in Washington, even if you have two or three people traveling, and know that. You would have to gather it all into a great pool and analyze this information, and then begin to find out what could be done about it.

That led me to the feeling that we really should establish a way of collecting this information and of analyzing it. Then we should establish a community planning and organization group that would be over all the other activities. Then a community as a whole would see what the problems were, and would then use existing agencies by bringing to their attention the things that had to be done—Federal agencies and local agencies and State agencies—and say,



"This problem is not a problem, in this community, of just of a change in employment for a lot of people."

It is a problem perhaps of that, but it also is a problem of lack of housing for part of the community. It is perhaps a problem of a group of people, who are in such a low income level at all times, that their situation is creating a problem in the whole area.

In the rural field, which has been very little noticed, there is a great deal to be done, because rural people want to feel that they are included in the defense of their country. They also have many problems in rural areas that are intensified at present. For instance, it is very difficult to get farm labor at the price they used to get it. There are a great many things that come into the rural picture, which we have not covered very well, but which, in community planning as a whole, you must consider.

So that now we are trying to set up an information pool and an all-over community planning group, not to actually do things but to know things, and to use to the maximum every agency that is in the field and able to do things. I think that is not my job, strictly speaking.

I am in charge of volunteer participation. We, all of us, however, came to seeing that this had to be done.

I think probably it will go over to Dean Landis, eventually, but that doesn't matter.

The point is, the job needs to be done, and it doesn't matter, really, in what particular place it is, as long as the job is done.

Now, as to the volunteer participation, which is really getting volunteers into every field, I thought you might like to know that we now have these volunteer officers, and the type of volunteers that have come into the work.

#### FUNCTIONS OF VOLUNTEER OFFICES

Where we have actual, complete, volunteer offices set up, they have three functions:

They have the function of enrolling volunteers, of finding ways for training volunteers, and of then finding ways to use volunteers. We do not call a volunteer office completely set up until it fulfills those three functions.

There are a lot of places where they register people and do nothing else. That is not a complete volunteer office, because there is no use registering people unless you are going to give them training if they need it, and find them places where they can actually function.

Now, we have, on the protective side, furnished auxiliary firemen, auxiliary police. I should add that, on occasion, in many places, you adapt your plans to what the place desires to do. In many cases they have registered people who wished to be auxiliary firemen, auxiliary policemen at the fire stations or the police headquarters—but their names are turned in to the volunteer offices so that we can have, in one place, a complete picture of all the volunteers that can be called upon in that community.

We furnished fire watchers, auxiliary medical personnel, demolition and clearance squads, messengers—a lot of messengers; the young people come into that—staff corps, rescue squads, bomb squads, feeding and housing groups, nurses' aides.

## RED CROSS SERVICES

Now, the Red Cross registers the nurses' aides, but they asked us to help stimulate interest, because they were having some difficulty in getting as many as they would like to have. There is, of course, a full registration of their workers in the Red Cross. The present arrangement with them is that they register with us the head of their volunteer service, and the numbers of volunteers that they have registered with them. That keeps our office informed of the numbers that can be called on, in each group, in case of need. That includes road repair crews, decontamination squads, and drivers corps.

Then, in the community service, we can obtain, for our volunteers, training and the opportunity for service with family security services, the health services, the recreation services, and informal education services.

In the recreation services, a great many young people can be used, and very often, in some of the education services, they can be used as assistants, if they have some supervision.

Our plans include housing services, democracy programs, library services, special war services, child-care services, hospital services, consumer services, nutrition services, food-conservation services, and American Red Cross services.

Now, that, of course, means that people who want an outlet find it through the volunteer bureau, and we believe that the more people feel that they are actually taking a part in the defense of their country, the stronger your defense is. We have also suggested that those people who cannot enter any service, for instance housewives, particularly in rural areas, where they can't get to a central place to work, or young housewives who have little children at home, should still be given a feeling of participation. Realizing that doing your job better than you have ever done it before—by taking the trouble to learn to follow, for instance, a very simple nutrition course, and really feeding your family better than you have ever fed it before—is a defense job.

## PARTICIPATION OF WHOLE FAMILY

If your whole family is to be enlisted in the effort, you should get your children to feel that they are making a contribution. When they say, "No; I don't like milk to drink; I won't drink any milk this morning," their contribution may be that they drink their milk, if that is good for them. Then they have a sense of participation.

If the whole family joins in, they can be given a sign which says: "We are part of the civilian defense program for the defense of the Nation," and we think that is a very important thing, because we feel that everybody should be given a share in this defense program.

I don't think you can defend the country with its Army and its Navy alone, because there must be first a feeling, by those who are in the Army and Navy, that their families are being taken care of. That makes an enormous difference to Army and Navy morale.

Second, a feeling that the people at home know what this whole war is about, and that they know what their young people are fighting for, and that they are willing to help; I think that is what my side of civilian defense is trying to do. I don't feel that we have done it, but that is what we are trying to do.

The CHAIRMAN. Mrs. Roosevelt, what effect has the declaration of war had on the extension of your service?

Mrs. ROOSEVELT. It has had a tremendous effect in the increase in the number of volunteers who desire to participate. Of course, at first, many of the volunteers were people who had leisure time. Now people who think they do a good, full day's work are anxious to do something more, if they can. Those who had volunteered before, those who had leisure time, looked upon it more or less as, well, just not a very important thing, something that you could do or not do, as you chose. But that attitude has changed very greatly and there is a seriousness now among volunteers which there was not before.

#### RELATION OF DIVISION TO OTHER AGENCIES

The CHAIRMAN. Mrs. Roosevelt, will you please indicate what the relation of your Division will be to existing agencies, such as the Federal Security Agency, the Department of Labor, and others? What relation, if any, will you have to them?

Mrs. ROOSEVELT. Our relation to all these agencies is that, in registering volunteers, we can furnish them with any help that they need on the local level, to make their programs better than they have ever been before. They must, of course, furnish both training, where it is needed, and supervision, but we will furnish volunteers at their call.

Secondly, our agency, with the knowledge gathered from all these agencies and from field observation, and from the reports available, should be able to recommend to the other agencies in the field the things that need to be done. We never do them, but we recommend things that need to be done.

Now, I might illustrate, perhaps, by citing some work we have been doing with the Department of Agriculture. We felt very much that there was a need to make rural groups feel they had a distinct defense job. We knew, and the Department of Agriculture knew, that for a long time they had been trying to stimulate more home gardens, with the idea of raising the nutritional level in the home.

This now has become, in addition to its help in family nutrition, a real contribution to defense, because there are many of these foods that are commercially grown which we need to ship to our allies.

There are four things that the nutritionists tell us contain the minimum requirements to keep people in good condition: Tomato juice, potato flour, pork products, and milk powder.

Well, we can't produce extra cows overnight, but with better knowledge of how to feed cows you may be able to increase the amount of milk produced.

There are ways in which we can assist this program, which the Agriculture Department had already started, and not adding to the urgency of the problem, by taking ourselves, as far as we can, out of the market on these things, so they may be free for other people.

That is the main reason for having a garden, for growing certain things.

So we have worked in very close cooperation with the nutrition people, both in the Office of Defense Health and Welfare under Governor McNutt, and in the Department of Agriculture under Dr. Wilson.

We have worked with the Secretary of Agriculture, and we are helping to stimulate the interest in rural communities in increasing gardens, in increasing the production of certain things which will not add to the difficulties of the commercial grower. The commercial grower has a hard time anyway, getting his crop picked, at the present wage level, and with an increasing scarcity of farm labor. By making it possible to produce in smaller units, we hope to make these food supplies available to all at reasonable cost.

We don't know how successful we will be, but we are going to try and push food production as a defense activity. In that way we would help the defense program, by working with existing agencies, on things that we consider to have a defense value, though we don't do the thing ourselves.

The CHAIRMAN. Mrs. Roosevelt, section E of the Executive order setting up the Office of Civilian Defense reads, in part:

The Office of Civilian Defense will consider proposals, suggest plans and promote activities designed to sustain the national morale and to provide opportunities for constructive civilian participation in the defense program.

What kinds of jobs are civilians doing to carry out the intent of this section in other than the emergency types of work?

Mrs. ROOSEVELT. Well, I think I have pretty well covered that in citing the things the bureaus had been enlisting people in.

There is one thing that I think we can help in very much, and that is in the stimulation and development, in some cases by groups, of more forums or meetings of people for discussion and for obtaining answers to their questions.

#### SPEAKERS BUREAU

We have done very little of that, as a whole, in this country. I think that it would stimulate morale a great deal if there were, in various localities, groups coming together, where they could ask questions. We have, in connection with the Speakers Bureau, set up a place where questions may be sent in and the answers will be obtained from the Government and private agencies here, from the people who know. We will send them back to those people who are holding group meetings like that. We will try to train, through our regional offices, people who may be able to go to such groups and help them with their problems.

The CHAIRMAN. Yesterday we had a hearing on the problems of the District as a typical American city.

It seemed to us that the migration of large numbers of Government workers and others to war jobs here has already created situations for which the city does not have the necessary facilities. The number of added migrants now expected will swamp the local facilities, unless some plan can be worked out for anticipating needs.

Do you agree with that opinion? What seems to you to be the most important unmet needs here in the District?

Mrs. ROOSEVELT. There are a great many unmet needs in the District.

The CHAIRMAN. We found that out.

Mrs. ROOSEVELT. They were here before, and they are much worse now

There are a great many needs, of course, in the District that are enormously increased by the influx of Government workers; the housing facilities in the lower price level are simply unspeakable.

## NEGRO WORKERS

You have right here an illustration of the Negro question as you have it in very few places, because, while conditions seem to be unspeakable for white people, it is even worse for colored people.

Everyone, white or colored, who is a Government worker, has a certain amount of difficulty in obtaining food in the time that is allotted to him at the lunch hour, but the colored workers have a far worse time than the white workers, because they frequently have to walk a great many blocks before they can find any place.

Someone said the other day: "But they can go buy it in any drug store." But, if you would like to try it, I think it would amuse you, because they can get no one to wait on them until all the white people have been waited on first.

Even white girls, for instance, have complained over and over again.

Our lunch hour is nearly over before we can buy something to bring back and eat on our desks.

Well, the colored people just can't get anything, that is all there is to that.

I think you have an extraordinarily good illustration here, in a good part of our population, of the problem of that group. It is the lowest-paid group. It is given the jobs that are the lowest paid, and I think that this inability to obtain proper food at the proper time has a weakening effect, because you will find tuberculosis among colored people more than anybody else in the District.

You will also find more syphilis, and you will find more malnutrition among the Negroes. I think that, right here in the District, you have the best illustration of many of the evils that are coming to various communities in the country, either where a group is having a hard time, or where conditions which were bad before are augmented by the increase in the population.

## THE ARMY AND CIVILIAN DEFENSE

The CHAIRMAN. Mrs. Roosevelt, it has been suggested in some quarters—probably you know about it or you have heard about it—that civilian defense be placed within the jurisdiction of the military. What is your view of this proposal?

We have heard the mayor on that. We might as well clinch it. What do you think about it?

Mrs. ROOSEVELT. Well, I may be a little prejudiced, because my particular interests don't lie as much along military lines, but I think it would be rather difficult to expect the Army, which naturally must be concerned, primarily, with its military problems and in the obtaining of materials which are absolutely necessary to defensive and offensive warfare, to also take over the civilian-defense problems of the country. They have never before really had any opportunity to study these problems, nor any experience in their administration, and

yet they are problems which must be met, if you are going to have a really effective defense.

I am not talking about the buying or the procurement; I am talking entirely about the actual work of civilian defense, which I can't see under Army jurisdiction, because they have had no experience. Most of the people in the Army have had very little reason for being concerned about the problems which enter into the civilian defense of any community.

The CHAIRMAN. It was stated from the House floor that the Army is not desirous of that job anyway.

Mrs. ROOSEVELT. Well, of course, I don't know about that, but I can't imagine that they are desirous of it, because I should think they have quite a job on their hands anyway.

The CHAIRMAN. Mrs. Roosevelt, we are certainly very grateful to you for appearing here. It has been a very valuable contribution, and we thank you very kindly.

Mrs. ROOSEVELT. Thank you very much.

### TESTIMONY OF PAUL V. McNUTT, DIRECTOR, OFFICE OF DEFENSE HEALTH AND WELFARE SERVICES

Mr. CURTIS. Governor, to save time, I will get right down to some of the things that we wanted to inquire about. Your statement and other material will appear in the record at this point.

(The statement referred to is as follows:)

STATEMENT BY PAUL V. McNUTT, FEDERAL SECURITY ADMINISTRATOR AND DIRECTOR OF DEFENSE HEALTH AND WELFARE SERVICES, WASHINGTON, D. C.

Over the next few months America must harness every ounce of its brains, brawn, and skill to attain the magnificent production goal set by our Commander in Chief. This will mean that many people will be uprooted from their established homes and accustomed jobs. Migration will probably be greater and for longer distances than it has been up to date. Successful migration means placing every individual in the job where he can render the maximum service. Even to approximate this ideal will require greater coordination and greater speed of the administrative machinery for adjusting the labor supply to production needs.

In Adam Smith's *Wealth of Nations*, there is a statement to the effect that "it appears evident from experience that man is of all sorts of baggage the most difficult to be transported." We have been experiencing some of these difficulties in recent months when our main job has been the relocation and retraining of millions of workers essential to defense production. We have also learned that part of the cost of transporting man is represented by the community services which are considered as an essential part of the American standard of living and efficiency.

I appeared before this committee on March 25, 1941. Since then revolutionary changes in manpower demands have developed, and there are on the immediate horizon still more sensational changes in labor distribution. Probably the most useful thing which I could do now would be to review some of the history of the past 10 months and point out its bearing on the near future.

In my previous statement I mentioned several types of migration which were then getting under way and described some aggravated community problems which would result from migration and the effect on civilian morale and efficiency if these problems were not promptly and energetically dealt with.

#### FIVE TYPES OF MIGRATION

At that time I outlined five types of migration which were emerging or expected:

1. Migration of the families of men in the armed forces to the vicinity of the camps under construction. This movement has about settled down, but will resume with the expansion of the Army.

2. Movement of construction workers. This reached a peak last summer when camp and new factory construction was speeding up—this construction activity has about evened off at 1,000,000 workers. There is no prediction as to how many more will be required to meet the construction demands of the gigantic program outlined by the President.

3. Movement to large cities which already had a reservoir of local unemployed. This has proceeded normally. While some movement of skilled labor has entered these cities, it has not been large in proportion to their original labor supply. As the local unemployed in these cities are absorbed and the commuters fully employed, future expansions of employment will call for longer range movement.

4. Rapid movement to small cities where large plants were erected. Wichita, Kans., is an example of this type. A survey of migration into this city, one of America's great new aircraft manufacturing centers, was conducted by the Work Projects Administration Division of Research during September 1941. A year ago Wichita was predominantly a farm service city with only a few small manufacturing industries. Today, after being awarded \$368,000,000 in direct defense contracts, it has suddenly become one of the Nation's important aircraft production centers. This activity has brought a tremendous wave of migrants into Wichita. Approximately 12,800 families living in the corporate limits of Wichita in September 1941 had moved from outside Sedgwick County after October 1, 1940. These families contained 13,000 workers. The total number of persons present in the migrant families was 23,000, equal to 20 percent of Wichita's 1940 population. In terms of its population, Wichita has attracted during the past year 6 times more migration than Baltimore and 20 times more than Philadelphia, even though both these latter cities are themselves important defense centers.

5. Unsuccessful migration—the movement of people who come on the basis of hunch and hope, and fail to secure a job. This migration was at its height in the early stages of the expansion of camps and defense industry and seems to have largely settled down. The migration surveys, referred to above, indicate that migrants who have been in the community for several months have secured jobs, otherwise they move on. Among the more recent migrants a considerable proportion experiences a period of some weeks of unemployment. Among the Wichita migrants 13 percent were unemployed at the time of survey; in Philadelphia, 8 percent; in Baltimore, 3 percent; in St. Louis, 16 percent; in Macon, Ga., 11 percent; etc.

It would seem that industrial migration will be even more speeded up in the next 6 months than in the past 6. This is to be expected because the local unemployed and commuters in these areas have about been absorbed and because of the intensification of the productive effort. If we are to obtain anything approaching a work schedule of seven 24-hour days a week, then millions will have to be added to defense production.

6. To these types of migration I would now add another type which is looming on the horizon—namely, that arising out of priorities unemployment. The period of easy expansion is past. We are now entering a period of bottlenecks, material shortages, plant conversion, and a tremendous shift from civilian to military production. It has been estimated that over the next few months there will be a net reduction in employment of from 1 million to 1½ million. A net reduction of this magnitude means a gross turn-over of several millions who will shift from one job to another, sometimes without changing residence but often migrating some distance to adjust to the new situation.

#### UNITED STATES EMPLOYMENT SERVICE

These great changes in employment indicate that the work of the United States Employment Service will be of increased importance. To review briefly the activities of this organization: They have placed in the past 9 months millions of workers; they have kept special checks on the demand and supply of workers in occupations essential to defense. They have improved their system of interregional exchange of information and intensified their knowledge of local labor market areas. They have instituted a set of special studies of distressed areas which have experienced or are expecting to experience priorities unemployment. These studies are used as the basis of certification of such areas by the Office of Production Management as distressed areas, which status gives them a preferential position in securing defense contracts or needed materials.

The need for more intensive efforts to utilize all available labor and the probability that future migrations will be for longer distances than the movements

to date emphasizes the national character of the labor market and the probability that State lines will be increasingly meaningless.

The logical conclusion to be drawn from this situation is that the organization for interstate exchange of necessary skilled labor must be kept in high gear. This vastly enhances the importance of the operations of the Employment Service in its long distance placement activity. The Employment Service has a great responsibility for promoting the maximum use of our manpower and it was for this reason that the President decided that it would be a wise step to federalize the Service, providing a close-knit national program instead of 48 State-Federal programs. The Governors, when notified of this decision, have shown a commendable spirit of cooperation.

The registration of so large a segment of our effective working population as a basis for assignment of every individual to a position of maximum usefulness will demand all the wisdom and all the cooperation which can be developed on the part of the agencies which are responsible for getting men and jobs together.

A program of relocation is, however, insufficient without a thorough-going program of retraining. The American labor force was not geared to the highly technical requirements of defense industry. The unskilled, the inexperienced and those with "rusty" skills had to be trained to most exacting specifications.

This task has been approached by using the existing vocational education organization, expanding it where necessary and adding special courses to the regular vocational courses. At the time when I appeared before you last March the program of training for industry was very much in a transition period. The exact requirements of industry had not been determined and the functions of the Employment Service in channeling the training operations had not been worked out. Also very few trainees had been actually placed in industry. The requirements are now fairly definite and are made known to the training schools through the Employment Service.

#### VOCATIONAL TRAINING PROGRAMS

The Nation's defense vocational training programs administered by the Office of Education completed 18 months of operation on December 31, 1941, with estimated accumulated total enrollments of 2,880,000. Ninety percent of these have been trained in the past 10 months or are in training now.

This training has been carried on in some 1,200 public, vocational, and trade schools, 160 colleges and universities, and an estimated 10,000 public-school shops. It should be borne in mind in this connection that these schools and shops have been continuously utilized for the regular federally aided vocational education program which for the year ending June 30, 1941, enrolled a total of 2,435,057 students, and that the defense vocational training program has been in addition to the regular vocational education program.

Office of Production Management Associate Director Hillman recently called upon the public vocational schools to speed up their defense vocational training programs and to expand the use of their facilities and equipment by putting the VE-ND (1) program on a 24-hour day and 7-day week schedule. He pointed out that public vocational schools and public employment offices are in a position to direct unemployed youths and adults to the courses of training most suitable and for which trained hands are most in demand. Because of the close cooperative working relationships of the United States Employment Service and the Office of Education in defense vocational training, and since both agencies are coordinate with the Federal Security Agency and Labor Division of the Office of Production Management, it would appear that vocational schools may be expected to retrain increasing numbers of workers for employment in war industries. Likewise, the National Youth Administration, through its residence centers, many of which are located in areas of excess labor, is able to give work experience to a large number of inexperienced young people and to start them toward war industry.

#### PUBLIC HEALTH SERVICE

At the time I appeared here before it was apparent on the basis of surveys made by the Public Health Service and the Office of Education that considerable sums would be needed to provide community facilities and health and welfare services in order that the migrants might be able to lead normal and healthy lives. There was then pending an appropriation of \$150,000,000 for the minimum essential community facilities. That appropriation has been made and allocated, and an additional \$150,000,000 has been appropriated for this purpose. On the basis



of applications already on hand for projects requiring Federal grants, this additional \$150,000,000 will be allotted within a short time.

The urgency of a health program for "all out" production is evident when it is considered that in 1941 about 20 times as much productive time was lost on account of illness as on account of strikes.

The Public Health Service and the Health and Medical Committee have begun to mobilize the health resources of the Nation for maximum efficiency. In addition to the task of providing hospital and sanitary facilities for growing communities, the problems of medical education have been given especial consideration. Policies of the Army, Navy, and Selective Service have been worked out so as to insure the training of the medical and nursing personnel essential to the armed forces and civilian population. Medical courses have been shortened to 3 calendar years and Federal assistance to schools of nursing has provided an urgently needed expansion in their enrollment.

Also, the needs of industrial hygiene have been considered in relation to training additional personnel, health supervision of workers, programs of industrial nursing, and the research necessary to implement these activities. Expert personnel has been assigned to the State Departments of Industrial Hygiene and to large industrial communities to strengthen their programs. Policies have been developed to assure the maximum contribution of service by the hospitals.

Because of heavy demands made by both civilian and military agencies for medical and dental personnel, the necessity for developing an intelligent recruitment policy to satisfy the over-all needs of the Nation is obvious. The Procurement and Assignment Service was organized in order to coordinate the recruitment of medically trained personnel, and to mobilize the professionally trained people of the country in such manner as effectively to serve the Nation's war effort and at the same time protect the health and safety of the civilian population.

Problems of physical rehabilitation, improvement of certification of citizenship, procurement of blood, and the production of commodities essential to public health have been dealt with.

Regular activities of the Public Health Service which have been greatly expanded by the Public Health Service because of war needs include malaria and venereal disease controls. Recent malaria control work has increased the protection of 700,000 people in the vicinity of Army camps and industrial plants. Clinical and laboratory facilities for venereal-disease control, both of the military and of the industrial population, have been widely developed.

Especial attention has been given in the past 10 months to the promotion of a Nation-wide nutrition campaign. Studies of the actual food intake of large portions of our population show that many people in the United States are not adequately fed.

Recent scientifically controlled experiments have shown that when the inadequate diets of a group of people were improved, their capacity for work increased. School children in the United States, as well as those in England, had increased vitality after their daily food intake was made more adequate by giving them an adequate noon meal. In large industrial plants, men receiving an adequate diet were shown to have fewer colds, were absent fewer days from work due to illness, and had more of a feeling of well-being as compared to the time they were eating an inadequate diet and to other workers in the factory who were eating an inadequate diet.

The aim of the national nutrition program is that every man, woman, and child in the United States should have an adequate diet. We are providing a framework which draws together the work of Federal agencies, State and local nutrition committees, private organizations, and individual volunteers. Nutrition committees have been established in every State, Hawaii and Puerto Rico, in the majority of counties, and in many large cities.

These committees are organizing an intensive educational campaign to carry into effect the recommendations of the National Nutrition Conference.

Also, especial attention has been given to the problem of proper feeding of workers in industry.

One significant aspect of these movements which should be borne in mind is that a large proportion of these migrants are young single women. In addition to wives and daughters, from 15 to 25 percent of the newcomers were women seeking work. Their problems are more acute because they are less successful in finding work than the men. Recent surveys indicate that the unemployment rate among migrant women is three times that among migrant men.

I need not elaborate the social problems that large numbers of unemployed young women imply. This underlines the major importance which is to be attached to the recreation and social protection features of the activities of the Defense Health and Welfare Services.

The promotion of recreation around military camps and industrial centers has also made marked progress in 10 months. One of the most pressing problems arising out of the Nation's defense activities is that of furnishing suitable recreation for the civilian population and for service men on leave. Through its Recreation Section, the Office of Defense Health and Welfare Services has taken and is continuing to take steps to insure the provision of profitable and wholesome leisure-time activities.

The problem of maneuver areas has received particular attention. Working closely in cooperation with the Army, representatives of this Office have organized 125 communities in the maneuver areas so that soldiers may reap the fullest benefits from available resources.

The Federal Security Agency is sponsoring, upon certification by the War Department, a Nation-wide Work Projects Administration project designed to supplement recreational services in defense areas where local resources are inadequate to meet the needs resulting from military and defense activity.

The special problems of defense industrial centers have received particular consideration. Proper recreational outlets are especially significant in connection with young persons who have left home for the first time to accept jobs in these industries.

Through the Family Security Committee, the Office of Defense Health and Welfare Services is giving its attention to the planning of programs which will preserve and further provide for family security during the national emergency. In its program planning, it turned its attention first to the problem of providing a basic public welfare structure throughout the United States, comprehensive and flexible enough to meet problems of human need that arise suddenly. To this end it recommended an addition to the Social Security Act to provide for general public assistance through Federal grants to the States to be administered without discrimination as to the residence or legal settlement of recipients. The present Federal provisions for payments to persons in need omit several categories for which many States have also made no provision or very inadequate provision.

You can see from this report that a considerable amount of progress has been made in the adjustment of the labor force to a new economy. The job is not far enough along, however, to warrant complacency. It is just getting well under way. A larger Army and a larger productive capacity will require more construction; mounting defense and lend-lease appropriations must be turned into weapons by the men who tend machines; meanwhile we must maintain such civilian production as is necessary to morale and the preservation of our economic structure. All this adds up to the intensive use of our manpower—the exertion of every effort to see that each man and woman is in the place where they can contribute most to the common enterprise and to guarantee that the living and working conditions of these essential auxiliaries to the fighting forces are such that the maximum efficiency of output will be promoted.

What we are striving for is the unification of many related programs of human welfare which will provide a well-rounded approach to the task of maintaining uninterrupted security and services for the man in the street and for his family.

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SUPPLEMENTARY STATEMENT FURNISHED BY HELEN R. JETER, SECRETARY,  
FAMILY SECURITY COMMITTEE

(The first report prepared on the basis of the plan for study of a defense area with regard to problems of family security. This report was prepared by the Honolulu Council of Social Agencies at the request of Mr. Robert W. Beasley, Territorial coordinator of health, welfare, and related defense activities.)

SEPTEMBER 3, 1941.

#### PROBLEMS OF FAMILY SECURITY IN THE HONOLULU DEFENSE AREA

##### DEFENSE COUNCILS

A territorial defense council was appointed by the Governor of the Territory early in the summer of 1941. Its membership consists of the chairman of the board of supervisors of each county (in city and county of Honolulu, the mayor),

the territorial director of Selective Service, the chairman of the (Honolulu) mayor's entertainment committee for service personnel, and a representative of the Territorial food storage committee. Information available to the writer indicates that one meeting has been held to date, at which time a resolution was passed urging a special session of the Territorial legislature to consider an M-day or defense emergency bill. The council has no employed executive, and to date, has apparently not concerned itself with problems of family security or related problems.

Each major island has formed a disaster council. In Honolulu a full-time executive with business background has been employed and supplied with offices and clerical staff. A large number of committees have been set up to prepare for civilian protection, etc., in case of attack. To date planning has been pretty definitely limited to future emergency disaster planning. The vice president of the Honolulu Council of Social Agencies is a member of the council.

#### HONOLULU COUNCIL OF SOCIAL AGENCIES

In the main it follows the traditional pattern of organization. Membership is on a delegate basis with both public and private agencies holding membership. It is governed by an elected board with certain public officers having an ex-officio board membership, viz, the director of the local Social Security Board office and the Territorial commissioner of health. The executive of the community chest (United Welfare Fund) is also an ex-officio member of the Board. The council is financed by the community chest (Budget 1941—approximately \$20,000), it has a professional staff of three and a clerical staff of seven. Honolulu has had a council for about 10 years. It was separated from the chest and supplied with separate staff about 2 years ago. The two organizations work very closely together. It operates as the usual council does, carrying on educational activities, conducting research, providing common services to the agencies (such as social service exchange) and serving as the coordinating and planning medium for agencies. In recent months, a great deal of attention has been given to defense problems. Activities are summarized as follows:

1. Pushed organization and attempted guidance of development of governmental defense and disaster councils.

2. Participated in establishment of mayor's entertainment committee for service personnel (financed by United Welfare fund).

3. Followed Federal program of coordination of health, welfare and related defense activities, and urged appointment of local coordinator.

4. Developed a plan for interagency cooperation with Selective Service officials. With respect to the same the present situation can be summarized as follows: Territorial Selective Service officials employ two social workers (use own funds) who make dependency investigations. Through plan worked out, they clear with the social service exchange on an "information only" basis, and have the cooperation of regular social agencies, using a plan based on standards suggested by the Family Welfare Association of America. This plan appears to be working satisfactorily.

A definite plan for referring Selective Service registrants with problems and rejectees with remedial health defects to sources of assistance and treatment is now being effected. It involves use of trained medical social workers in examination centers who will refer cases to both health and case work agencies.

5. Meeting defense welfare problems: Planning in this area is being handled by two committees of the council: The executive committee which has for the time being elected to constitute itself the committee on defense welfare problems and an intake and referral steering committee. Right now considerable energy is being devoted to planning social work services for enlisted personnel and their families and the civilian defense workers and their families. Under a plan approved by the council, the local chapter of the American Red Cross is establishing a home service department, and a definite but tentative plan of interagency relationship with the Red Cross is virtually completed.

It should be stated here that the local chapter of the Red Cross has doubled its able-bodied service personnel (2 to 4 persons), plans to provide medical social workers for the 3 service hospitals here, and hopes to develop its home service department as needed. To date, due to the unavailability of qualified candidates, that consists of 1 trained and experienced case worker. Estimates of staff needs in this area run from 5 to as high as 15.

6. Volunteer services: On August 1, 1941, the council began operation of a Central Volunteer Placement Bureau with a full-time professional secretary in charge. It is engaged in recruiting, training, and placing volunteers in regular agency and defense agency programs.

7. Cost of living and family budget study: In 1937, the council published a family budget study for the use of the committee's agencies. Revision of this study in the light of rising costs has been authorized, but cannot be undertaken immediately because of the press of work. On this point very little reliable information on costs is available, but it is known that rents and food cost have increased markedly.

#### COMMUNITY CHEST (IN HONOLULU, UNITED WELFARE FUND)

Honolulu has a chest with about 20 years of successful history. The present executive has been with the organization for 16 years and has established an enviable record of successful money raising and community leadership in social work affairs. All major private agencies financed by public solicitation, with the exception of the Red Cross, participate in the chest. In 7 of the last 8 years, it has attained its financial objective of \$500,000 and this year will seek \$575,000—\$47,000 for the National United Service Organizations. It is in sound financial condition, and enjoys the complete confidence of the business community.

#### AMERICAN ASSOCIATION OF SOCIAL WORKERS

Honolulu has a chapter of the American Association of Social Workers, with about 90 members.

#### OTHER COORDINATING AGENCIES

Other than those previously mentioned, Honolulu has no other coordinating agencies in the social work field. The chamber of commerce operates the health council.

#### THE PROBLEM SITUATION

Certain aspects of the problem situation have been touched on in the foregoing paragraphs and other reports already prepared. Outstanding basic problems include:

1. A housing shortage and high rental situation.
2. High food and attendant costs.

3. Lack of sufficient trained and experienced social workers to meet needs in the areas of family and children's case work, public and private; medical social work; psychiatric social work; recreation and group work.

Attached hereto are reports on aspects of the family security situation prepared by representatives of four key agencies at the request of the council:

1. The chief of social work of the Territorial Department of Public Welfare.
2. The director of the Territorial Mental Hygiene Clinic (tax supported).
3. The director of the Private Family and Children's Case Work Agency.

4. The director of the Hospital Social Service Association (medical social work unit for three main private hospitals—Honolulu has no general public hospital).

These statements should throw further light on the problems this community faces today and will face in the future.

JOHN H. MOORE,  
*Secretary, Honolulu Council of Social Agencies.*

TERRITORY OF HAWAII,  
DEPARTMENT OF PUBLIC WELFARE,  
*Honolulu, T. H., August 27, 1941.*

To: Mr. John H. Moore, executive secretary of the Honolulu Council of Social Agencies.

From: Mrs. Clorinda Lucas, Chief, Division of Social Work.

Subject: Problems arising in the field of family care as a result of the increase in the defense activities in the Territory of Hawaii.

#### 1. RENT

Over the past year there has been a drastic increase in rent in the Territory. Many of the families known to our agency are being forced to live in undesirable and crowded quarters due to the fact that this agency cannot provide the rent required in more desirable quarters. There is also a definite shortage of houses, making it impossible for these families to find more adequate living quarters.

Various hospitals on Oahu rely upon this agency to make arrangements for patients when they are ready for discharge from the hospital. In many instances it is necessary for the patient to be isolated or receive some care. Rental of furnished single rooms has increased within a year from (per month) \$7.50 to about \$15 and for unfurnished rooms from \$5 to \$9.

Private homes are seldom available for persons in need of some convalescent care, since the home owners would rather rent rooms to defense workers. The Department has had difficulty in finding rooms for single women since again landlords are more anxious to rent available rooms to men than to women.

The workers have reported that many of the single rooms which are now being used by recipients of public assistance would hardly meet the health standards, but that, since no other rooms are available, they have had to remain in these substandard rooms.

#### 2. SLUM CLEARANCE PROGRAM

The second housing unit here in Honolulu will be completed soon. The Honolulu Housing Authority will then begin the third unit which is to be located on a spot now populated. Due to a shortage of houses, these families will apparently have no place to go.

#### 3. INFLUX OF DEFENSE WORKERS FROM OTHER ISLANDS IN THE HAWAIIAN GROUP

At the department of public welfare agents' meeting held in July 1941, it was reported that a great number of men from the outside islands have come to find work on Oahu. Their families and relatives have been left at home. Requests have been received for the Oahu department to interview these men regarding financial support for their families. In some instances this move has resulted in family disintegration in that some of these men have established new family alliances on Oahu. As yet Oahu has not felt this change in the shift in population since the men are gainfully employed and able to take care of themselves.

#### 4. INFLUX OF DEFENSE WORKERS FROM THE MAINLAND UNITED STATES

As yet very few requests have been received for financial assistance from men who have come to the Territory of Hawaii. It has been possible for these men, who for some reason have left the defense project, to find other work, such as driving taxis, working in bars and restaurants, and working on other contract jobs not connected with defense. The men are therefore able to maintain themselves independently.

#### 5. INFLUX OF DEFENSE WORKERS FROM THE FIVE LINE ISLANDS

The same situation as stated in the above paragraph also holds true for this group of men.

#### 6. REQUESTS FOR RETURN TO PLACE OF LEGAL RESIDENCE

A few requests have been received for transportation to the mainland. As yet no public funds have been used to return defense workers to their former place of residence. Because other work has been available in Honolulu these applicants have been asked to find employment in order to pay for their own transportation. However, from the information which has been obtained, indications are that it will be very difficult to obtain authorization for the return of many of these defense workers. These workers have worked on contracting jobs in many States of the Union and have actually not established legal residence in any State for a number of years. Hence, should it become necessary to obtain authorization for the return of defense workers, the Department will experience great difficulty.

#### 7. OUT-OF-TOWN INQUIRIES

There has been an increase in the number of out-of-town inquiries. We have received letters from various mainland agencies requesting that defense workers be interviewed regarding financial support and plans for their families who have been left behind. It has, however, been difficult to—

(a) Locate these men since they move from project to project and from rooming house to rooming house.

(b) Work out any continuing plan to assure the families of any regular financial support. Because of housing shortage and high rents, these men are often hesitant about having their families join them here.

#### 8. INSTALLMENT PLAN BUYING

Workers have reported that former recipients of public assistance are now earning large wages. The workers have found, in visiting in the homes, that the families are buying many articles, such as radios, electrical appliances, automobiles, and household furnishings on a long-time installment plan. It is felt that many of these families will have a great many debts and will necessarily lose possession of these articles when the wage earner becomes unemployed.

#### 9. EMPLOYMENT OF YOUNG GIRLS

It has always been difficult to encourage young girls of limited intelligence to accept work in private homes. Because of the need for waitresses and bar maids, these girls are now willing to accept only that type of employment. In many instances, these girls should be more closely supervised. It is anticipated that these girls will become unmarried mothers and hence apply for public assistance. It will, in all probability, be difficult to obtain financial support from the alleged fathers because it will be impossible not only to locate these men but also to identify them as the alleged fathers in order to prefer charges.

#### 10. ILLEGITIMACY

The increase in the number of single men has been a decided contributing factor in the problem of illegitimacy. The 1940 rate of illegitimate births in the Territory increased 7.4 percent over that of 1939. It can be assumed that the 1941 rate will be even higher.

A manager of a home for unmarried mothers has reported her concern over the increase in the number of girls who have become involved. She has stated that the Army and Navy personnel have, in many instances, been responsible. However, these men are very closely watched in respect to their physical condition. With the defense workers, there is no control and she is concerned as to what physical dangers these girls who are becoming involved with defense workers are being exposed.

It has been felt that the community is attempting to plan for the recreation of the armed personnel. However, very little has been done for the defense workers and therefore perhaps these men have attempted to plan for themselves.

#### 11. FOSTER HOMES

For the present, no change has been noted in the availability of foster homes. It is felt that perhaps there may be more families interested in having children placed with them since there has been an increased number of middle-class families who have come to live in Hawaii. These families may become interested in serving as foster families.

#### 12. HIGH COST OF FOOD

It has been reported that food prices have increased and therefore recipients of the Department of Public Welfare have found it increasingly difficult to manage on our food budget. Recipients who have been in the habit of eating in restaurants have reported their difficulty in obtaining adequate food.

#### 13. DECREASES IN THE EXPENDITURE FOR PUBLIC ASSISTANCE

The following amounts have been spent in the past 6 months for public assistance. As you will note, there has been a decrease of about \$4,500 since January 1941. One might draw the conclusion that this decrease has been due to the defense program which has offered employment to persons on the relief rolls.

January .....	\$76,025
February .....	75,002
March .....	74,292
April .....	74,301
May .....	73,467
June .....	71,942
July .....	71,701

AUGUST 28, 1941.

MR. JOHN H. MOORE,

*Secretary, Honolulu Council of Social Agencies,**Hawaiian Trust Building, Honolulu, T. H.*

DEAR MR. MOORE: I recently discussed with you the need for more adequate facilities and staff to meet the need of diagnosing and treating the increasing numbers of psychiatric patients in the Territory. The purpose of this letter is to follow your suggestion of submitting data and statements which would illustrate the problems which we are facing.

In accordance with Act 257 of the 1939 legislature, the bureau of mental hygiene has conducted "an in-patient and out-patient mental hygiene clinic for the examination, study, diagnosis, and treatment of cases of mental illness." As you know, these are the facilities in the Queen's Hospital originally developed by the Hawaii Mental Health Clinic which was sponsored by the public health committee of the Chamber of Commerce of Honolulu. In conducting in-patient psychiatric hospital services it is necessary to have trained personnel who can provide the specialized examinations and treatment needed by these patients. In almost every community it is necessary that this supervision and sponsorship be subsidized by either public or private funds. In the Queen's Hospital we have had supervision over the 10 beds in the mental hygiene clinic section of the hospital, the 4 beds in the emergency section and also have had beds made available to us throughout the hospital from time to time.

During the last year we have averaged from 15 to 25 patients in the hospital most of the time. Because of the fact that we have not had sufficient beds available and because of our limited funds for the treatment of patients, we have developed a day-in-patient plan in which patients come at 8 o'clock in the morning and stay in the hospital for treatment until 4 o'clock in the afternoon. We have been averaging from 8 to 10 of this type of patient daily. From this it is evident that we have been responsible for an average of 20 to 30 in-patients daily. During the last 6 months we have rarely had an empty bed available for a patient. This has meant that we have to had discharge patients earlier than we should; have been unable to admit and treat patients needing treatment or we have had to commit patients to the Territorial hospital who could have been treated at the Queen's Hospital.

The facilities for psychiatric patients in the Territory are virtually limited to those under the supervision of the bureau of mental hygiene in the Queen's Hospital and to the Territorial hospital at Kaneohe, Oahu, T. H. The latter is a large "state hospital type" of institution carrying a patient load of about 1,000 patients in buildings originally built for about 700 patients. It is 12 miles from the center of Honolulu and is, therefore, not geographically convenient to psychiatric patients in Honolulu. It is also inadequately staffed to provide adequate psychiatric treatment for acute, recoverable cases. Because of the onus of being a patient in the Territorial hospital, many psychiatric patients will not go there for treatment who would definitely benefit by a period of intensive psychiatric treatment. There is overcrowding and a high percentage of oriental and mixed racial groups in the hospital so that many haole individuals will not accept treatment there, and it is highly undesirable to send an individual of genteel background since the experience might be more traumatic than helpful.

Defense activities have markedly overburdened our already inadequate facilities in the Queen's Hospital. The families of Navy officers and men with psychiatric problems have been referred to our clinic, as have civilian workers from Pearl Harbor, the Five Companies, and the line islands. Of the last 100 patients seen by the bureau of mental hygiene, 30 were connected with defense activities and have been in Hawaii less than 1 year. Fifteen of the thirty were defense workers or members of their families, 8 were Navy officers, 2 were Navy men, 1 was from the Army, and 4 were mainland "floaters" attracted here by defense jobs. This means that in this group there was an increased patient load over island residents of 43 percent, and that this 43 percent was made up of individuals connected with defense activities.

During the year July 1, 1940, to June 30, 1941, this organization rendered psychiatric service to over 1,300 patients. Of this group only 150 were committed to the Territorial hospital. During this same period approximately 550 of the above patients were hospitalized in the Queen's Hospital. The bureau staff rendering this service consisted of a psychiatrist, a resident physician, 2 psychiatric social workers, 1 occupational therapist, and 2 secretaries. The nursing service is provided by the Queen's Hospital and an additional occupa-

tional therapist is subsidized by the Junior League of Honolulu. The total cost to the Territory for this service during the fiscal year was approximately \$28,500.

Many of the patients are able to pay for a part, or even all, of the hospital expense, but very few of them can afford to pay any professional fees for psychiatric service. Of 218 patients treated in the Queen's Hospital from July 1, 1940, to December 31, 1941, the hospital expenses were paid from the following sources:

Territorial funds only.....	25
Territorial funds and city and county funds.....	7
Territorial and private funds.....	19
Territorial funds, city and county and private funds.....	1
City and county funds only.....	41
Private funds only.....	125

Total patients treated in the mental hygiene clinic from July 1, 1940, to December 31, 1940..... 218

During the past 1½ years there has seldom been an empty bed available in the Queen's Hospital for a psychiatric patient. It is almost always necessary to discharge one patient before another can be admitted. On many occasions it has been impossible to discharge patients in the hospital because they were too sick to leave. This last week end five patients had to be refused admission to the hospital because of a lack of beds. Two of the patients were disturbed, two had made suicidal attempts, and the other had threatened to do bodily injury to members of his family. Not long ago I was called to see the wife of a commander in the Navy who was threatening to commit suicide. She was acutely disturbed and in need of psychiatric care in a hospital. The commander recognized this and requested me to make arrangements for such care. It was not possible to obtain a single bed in any Honolulu hospital. When I called the nurses' registry for a nurse who might stay with the patient during the night, I was told that there was not a single nurse available on the registry. An admiral in command of a large number of ships had to leave his duty and return to the coast in order to secure adequate psychiatric care for his wife in a hospital, which she seriously needed.

Our present facilities were never designed for the treatment of psychiatric patients and are not only inadequate in terms of numbers but also in the quality of the arrangements. It is very evident from the experience, statistics, and results of the efforts of the Hawaii Mental Health Clinic and the bureau of mental hygiene during the last 3 years of service in the Territory that there is a very definite and urgent need for in-patient psychiatric treatment facilities in Honolulu. It is also very evident that our present facilities are very inadequate in terms of the type, arrangement, location, and actual number of beds.

From my experience in psychiatry and with our local problems, I believe that there is an urgent need for a small psychiatric hospital in Honolulu. This should provide ward and private beds for about 35 adults and 10 children. I think that a hospital of this size should be associated with a larger hospital such as the Queen's Hospital. There are probably not enough private mental patients in the Territory to make a private mental hospital a paying proposition. Therefore, such facilities should be provided in a hospital such as suggested. For this reason, it will probably be necessary to construct the hospital with public funds. At the same time the operation of the hospital will need a subsidy from private or public funds. Such an organization could operate with the present bureau of mental hygiene without changing the legislation but with an adequate budget.

Probably the psychiatric hospital suggested could be organized, the funds raised and it could be built and operated by a board consisting of representatives from the board of health, the Queen's Hospital Board and the community on a basis of operating agreements with the board of health and Queen's Hospital. Such a plan would, I believe, provide the best service to the community for the least expenditure of the taxpayer's money. It should be clearly understood that facilities, whatever their nature, cannot be provided at the Territorial hospital, at Kaneche, which would adequately take care of this patient load.

At least \$150,000 is needed to build such a building and equip it. It is possible that some private funds might be raised locally, or that some funds might be obtained at the emergency meeting of the legislature if there is a possibility of obtaining Federal funds on the basis of the present emergency and the acute need for facilities from that standpoint. We are also sadly lacking in adequate



staff and need funds for additional help if we are to even approach meeting the present patient load. At the present time we have two psychiatrists but do not have a resident or intern. We need an additional psychiatrist and a resident physician. At the present time we have only a junior psychiatric social worker. We need a chief psychiatric social worker and an additional psychiatric social worker. Our secretarial staff is far behind in its work. For example there are over 100 physical examinations on patients which have not been typed. We have been unable to complete the reports on patients seen on traveling psychiatric clinic trip to the Island of Molokai in February of this year. We are not able to get out some very essential correspondence on our cases simply because we do not have sufficient staff to do this work. The sum of \$25,000 for the next year would probably cover the needs of additional staff help and additional funds for the hospitalization of indigent patients.

The Territory has probably neglected the field of psychiatry more than any other branch of medicine. Therefore, there do not exist in the Territory facilities to meet the normal needs of the population. A concentration of a defense effort in this area has brought a large number of people to the community—some of whom are emotionally unstable and most of whom are placed under considerable emotional stress in order to adjust to lack of housing, overcrowding, uncertainties, insecurities, and many other problems peculiar to the islands. I believe that from the standpoint of general morale in the group and in order to provide an important link in the chain of defense that increased psychiatric facilities are highly desirable and extremely important.

This communication is sent to you as the opinion of the director of the bureau of mental hygiene and it should be understood that while it is forwarded with the permission and knowledge of the Territorial Commissioner of Public Health, it is not necessarily the opinion of the Territorial Commissioner of Public Health nor of the members of the board of health.

Respectfully yours,

EDWIN E. MCNIEL, M. D.,  
*Director of the Bureau of Mental Hygiene.*

EFFECT OF THE DEFENSE PROGRAM ON CHILD AND FAMILY SERVICE CASES  
REPORTED BY THE DIRECTOR OF THE PRIVATE FAMILY AND CHILDREN'S CASE  
WORK AGENCY

Of the 414 cases currently under care at the child and family service, 250 have been given a cursory review for this report. In 81, or about one-third of the cases, outstanding factors were readily discovered directly relating to the present defense program. As would be expected, the defense boom has aided some families and has been a detriment to others. Even in the same family diverse effects may be seen. For example:

A man who formerly was employed on a vegetable route now works nights at Pearl Harbor making more money than before. But his young wife has begun to step out nights. Also, in the crowded noisy tenement where this couple and their six small children must live until they can find better quarters, the man does not sleep well days. Becoming irritable and angry with his wife, who in his opinion should stay home nights and keep the children quiet during the daytime, he comes to the child and family service for help.

*Employment.*—In the 81 cases obviously affected by the present defense program, 38 male heads of families are employed in civilian defense industries. Seven others are serving in the Army and Navy. In several of the remaining cases there is no male head of the household, or no family group. Nearly all of these 38 male heads of families have notably increased their earnings by securing employment in defense industries. Examples:

Two men were formerly on Works Projects Administration.

Another was a bookkeeper in a small store and now has a much better paid job as timekeeper in a defense industry.

Four chronic alcoholics no longer lose their jobs when they go on a spree. At least three of the men in this group are less well adjusted in their work than prior to present defense activities. For example:

One man was contented to make a modest living by fishing, but because of military activities can no longer fish in the accustomed areas. He has, therefore, taken a job at Mokapu as carpenter's assistant at \$40 a week. While this income

is larger than his previous one, he dislikes the work and still hopes that Washington will restore his fishing rights.

Another man who is reported to have been somewhat alcoholic but regularly employed took a defense job on one of the distant islands. While there, he was arrested for burglarizing a warehouse containing cases of beer.

Another is German and an alien. He is a skilled worker but is in an unskilled job because he is barred from defense and apparently from most nondefense industries.

In this group of 81 cases, at least eight adolescent boys have unusually well-paid jobs.

One, 19, earns \$105 a month.

Another 19-year-old with an I. Q. of 72 is receiving as much as \$62 a week.

A high-school boy, when expelled from school, immediately entered upon employment in a defense industry and is not interested in further schooling.

Only six of the women and adolescent girls in this group are reported to be employed in defense industries. This rather low figure may be in part because in a large number of these cases, we are dealing with foster homes where the foster mothers necessarily would be staying in the home. Of the six women, all work at Pearl Harbor: one in a laundry, two at office work, and one in a restaurant. The jobs of the other two were not specified.

*Illegitimacy.*—In this group of 81 cases, there are six cases of unmarried mothers. In four cases the alleged father is in the Army and Navy, and in one the boy says that he cannot marry the girl because he will soon be drafted. In the sixth case, the mother is a defense worker but the father is said to be a civilian.

*Marital Adjustment.*—In the 81 cases marital discord closely related to defense activities was obvious in only five cases.

One was described on the first page of this report.

Other examples are as follows:

A wife became unfaithful while her husband was employed on a distant island and did not welcome him back.

A man has secured daytime work in an ammunition plant and at night works as a special police officer. His brother who came to Honolulu to work in a defense industry has joined the family. The wife finally deserted, complaining that her husband is never at home and that he cares more for his brother than for her.

A man, after much unemployment, began to earn high wages as a skilled worker in a defense industry. He no longer feels dependent on his wife, who from time to time has supported him by taking roomers, and does not consult her wishes. She greatly resents his new authoritative attitude and has become very jealous of his freedom and his new interests outside of the home.

A wife nags her husband, insisting that he could get a fine defense job if he would. As a matter of fact, because of an earlier embezzlement, he cannot get bonded and therefore is not eligible for skilled jobs in his line of work, but his wife insists upon ignoring this.

There are several cases of improved marital relations which appear to be related to the present defense program. For example:

A man, formerly on Work Projects Administration, is now buying new living room furniture, has paid for camp for one of his children, and the entire family seems much happier.

A man has a job at Palmyra. His wife is much pleased because he not only is employed but also gambles less and the family receives \$70 of his pay every month.

*Housing problems.*—The case workers reported surprisingly few outstanding housing problems. It may be that poor housing conditions are so frequent and admit of so little modification by a case worker that too little attention is paid to them. Among the nine serious housing problems reported, were the following:

A man and wife and until recently their young adolescent son were living in one furnished room, although the combined earnings of the parents amount to \$72 a week.

A mother has recently remarried and the couple will take her child from the foster home to live with them as soon as they can find a suitable place. They now have one room in a hotel of poor reputation.

A mother has been released from a sanatorium and is staying in crowded quarters with relatives. Her husband has a room. Two of the children are in an institution and one in a foster home. Until a house can be found, the family must remain separated.

A father, mother, and adolescent daughter are living in a poor tenement district in one furnished room with a small lanai, although he is making over \$60 a week.

*Child neglect.*—Three cases in this group were brought to the attention of this agency because of suspected child neglect. Two were referred by a chaplain and one by a neighbor. In each case one or both parents were employed in defense industries or in the Army or Navy.

*Increased costs of foster home care.*—A large number of the foster parents in this entire group of 250 cases are requesting higher board rates because of the increased cost of living and the great demand for rooms to rent. Some foster parents have found that it is much more profitable to rent rooms to adults employed in defense industries than to care for children at a board rate of only \$20 a month.

*Miscellaneous problems.*—Several individual cases in this group present one or more problems pertinent to this study but not included in the above categories. Among these are the following:

A couple on the mainland arranged through a child placing agency to take a child for adoption. Soon after the child entered their home, the family came to Honolulu where the man had secured a good position in a defense industry. At the request of the mainland child-placing agency and with full cooperation from the prospective adoptive parents, this agency has taken over supervision during the probationary period until final adoption papers are secured.

Another case is that of a 15-year-old adolescent girl who has been missing for several weeks from the foster home and has been reported to be living with soldiers.

Here also might be mentioned instances of increased family income presumably due to greater opportunities in private industry in this period of scarcity of labor and increased demand for goods. (There are a number of such situations, but many of them cannot be accurately evaluated.) For example:

A young man of 20 without previous job experience is earning \$45 a week in a brewery.

Although there is a temporary advantage due to increased employability in the defense work, of people who would otherwise be classified as unemployables, we are already seeing the effects of extremely poor housing conditions, increase in the cost of living, lack of adequate recreation, and the increased separation of parents from their homes. The defense work has undoubtedly meant that often both parents work, leaving children to take care of themselves or left in the charge of incompetent maids. Defense families have moved from communities where they have strong family ties into this community in which they are complete strangers. Fathers have been out of the homes for increasing periods of time due to longer working hours, and some parents have been separated for long periods of time.

All of these factors have produced increased strains upon the family life and these increased strains are now reflecting themselves in the increasing breakdown of normal family life. An ever-increasing number of children are being arrested because of juvenile offenses. There is also an increase in the amount of illegitimacy and families broken up by divorce.

The work of both public and private social agencies must be strengthened in order to meet these increasing needs.

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#### THE QUEEN'S HOSPITAL SOCIAL SERVICE DEPARTMENT

Social problems (January to July 31, 1941, inclusive) affecting men and/or their families in the services—Army, Navy, and Defense—may be classified as follows:

##### FINANCIAL ARRANGEMENTS FOR HOSPITALIZATION

These were men on the defense projects who indicated inability to pay for hospitalization. Lack of the necessary length of residence automatically bars most of the defense workers from city and country care; also, most of them cannot be considered indigent, and theoretically should be able to pay for hospital care. The type of plan most often made is that of installment payments after the patient's return to work. These plans take into consideration the patient's income and expenditures. However, they have not been very successful, many of the patients failing to carry out the plans they make.

In a number of cases, the men have left the territory shortly after their hospitalization, and it is impossible to follow up the cases. Others move or change jobs, and so we lose track of them. Some apparently feel no sense of responsibility, and since many are Government employees, the hospital has no legal recourse for collection. The fact that 27 percent of the cases referred for financial arrangements during the first 7 months of 1941 were either alcoholic or mental

cases is significant. The possibility that these patients will be sufficiently stable to assume responsibilities is often remote.

During this same 7-month period, the accounts of this group referred to the social worker totaled, in round numbers, \$6,000. Of this only one-third or, roughly, \$2,000 has been paid to date. These figures take into account only the 99 cases referred to the worker on financial arrangements and do not include those who appeared able to pay and were not referred but made arrangements directly with the business office. Many of these have also failed to pay.

It is obvious from these figures that the defense program is placing an increasing financial burden upon the hospital, which it cannot continue to carry unless means are found for reducing the amount of loss.

#### GENERAL MEDICAL AND SURGICAL—TYPES OF PROBLEMS

"Mrs. R., mother of three small children, arrived in Honolulu only to find her husband away on sea duty. She was without funds or adequate living quarters. A few days after arrival she developed appendicitis, which required prolonged hospitalization. Added to illness was worry regarding the care of her children."

"Mrs. S., a 41-year-old Caucasian, came to the islands to join her husband, a defense worker. He, 22 years her senior, and a second husband, could not understand his wife's extreme discontentment with the islands. She had not been very well physically and in order to escape physical discomfort and an inability to adjust to a new environment, took to drink."

"An elderly woman, aunt of a petty officer, joined her nephew's family in the islands while he was stationed at Pearl Harbor. The young people resented the older woman's domineering and demanding attitude which resulted in constant friction. She developed a skin condition as well as chronic neuritis which was not only uncomfortable but progressive and which necessitated hospital care. Meanwhile the nephew was again transferred to the mainland but the aunt was physically unable to travel. Her financial resources were in England and she was stranded here nearly destitute and without friends."

"The wife of a petty officer was diagnosed TB, an incipient case. As it was unnecessary for her to remain in Queen's Hospital at a mounting cost to her husband, social service was asked to find a housekeeper-practical-nurse-care-of-children person so that the patient could remain in her home pending a vacancy in Leahi Home, a hospital for the treatment of TB."

There were numerous other calls, some emergent, for placement of children during the hospitalization of mothers who are wives of Navy personnel.

#### MATERNITY CASES

Forty-five out of 70 referrals were illegitimate pregnancies, necessitating casework service; the remaining 25 were legitimate pregnancies, having complications requiring social service assistance.

"An attractive 21-year-old Korean girl became pregnant. The alleged father, an enlisted Army man, was transferred to the coast. He planned to return to the islands, according to the patient's statement, but his present whereabouts are unknown."

"An 18-year-old Portuguese girl married an enlisted Army man who regretted the marriage and resorted to alcohol as an escape. The infant was neglected because of the marital difficulties of the young immature couple."

#### DIABETIC CLINIC

Two men and five women were treated as out-patients in the diabetic clinic. The services included interpretation of treatment recommended by the doctor, cooperative service with other agencies such as department of public welfare and Palama Nursing Service regarding plans for patients in need of supplementary service.

#### MISCELLANEOUS

Many letters to families of men on defense projects have been written at patients' requests. Money orders have been purchased and mailed to some families. One pneumonia patient was so disturbed about his job that only by several phone calls and talks with his employer could the social worker allay his fear.

Besides the above types of problems there are others less tangible but nevertheless significant such as racial intermarriage with conflicting cultures which result in various social and emotional difficulties. The problem of child care

and placement and the lack of adequate foster homes is an increasing problem. The influx of emotionally unstable individuals, itinerant workers, and the like has increased the case load of all community agencies.

MARGARET M. L. CATTON,  
*Director of Social Service.*

### TESTIMONY OF PAUL V. McNUTT—Resumed

MR. CURTIS. In one of our Baltimore hearings, Dr. Robert H. Riley, director of the Maryland State Department of Health, testified last summer as follows:

We know that the provision for hospital care in the defense area is totally inadequate. The hospitals in Baltimore City are doing the best they can, but they have about all—and more—than they can take care of.

We have to appeal to Dr. Williams and to the Baltimore City hospitals every day, and sometimes many times a day, for the hospitalization of patients from the counties.

They are generous and very cooperative but the hospitals are operated to the very limit of their capacity, and all need additional facilities.

Has this situation in Baltimore come to your attention?

Governor McNUTT. Well, the same situation exists in many other of the defense centers.

MR. CURTIS. Have these particular Baltimore officials taken the matter up with you?

Governor McNUTT. Not with me directly; no, sir.

MR. CURTIS. What is your office able to do about it, if they should?

Governor McNUTT. Well, the only funds available are from the so-called Lanham Act.

#### LANHAM ACT FUNDS FOR COMMUNITY SERVICES

There was an original appropriation of \$150,000,000. There has been an additional appropriation of \$150,000,000. There was filed for the hearings on that appropriation a table showing the need for Federal grants amounting to \$230,000,000, just then, and that did not take into account the present expanded production program.

Of course, the Lanham Act covers hospitals, school buildings, sewers, any other community facilities. It is very broad in its terms.

MR. CURTIS. In a press release of May 19, from your office, you are quoted as saying:

Rising employment and larger wages resulting from the defense program will not be sufficient to have any primary effect on widespread under-nutrition in our country, either this year or next.

In that same press release Dr. Hazel K. Stiebling of the Bureau of Home Economics of the Department of Agriculture is quoted as saying:

If the average consumption of these productive foods by all families in this country could be raised to the level of those whose present diets may be rated good, from the standpoint of nutrition, there would be large increases in national consumption.

Consumption increases would be approximately as follows: Milk, 20 percent; butter, 15 percent; eggs, 35 percent; tomatoes and citrus fruits, 70 percent; leafy green and yellow vegetables, 100 percent.

What has your office done to translate these figures into terms of quantities of foodstuffs required, so that the Department of Agriculture could draw up a production program to meet these needs.

Governor McNUTT. We have been in almost daily communication with the Department of Agriculture and, as a matter of fact, the

Director of the Division of Nutrition is the former Under Secretary of Agriculture, and the present Director of the Extension Division.

Mr. CURTIS. A moment ago Mrs. Roosevelt mentioned four foods that we needed, and needed to export, and among them was powdered milk

SKIMMED MILK

Isn't it true that there are about 60,000,000 pounds of milk that are being wasted daily in the United States—separated milk?

Governor McNUTT. Well, there hasn't been the proper use made of separated milk. There has been, of course, in the mind of the average citizen, prejudice against skimmed milk, while, as a matter of fact, the nutritive qualities of skimmed milk are well known to nutritionists, and should be taken into account. I can't understand the prejudice which does exist. Skimmed milk is good, and good for you.

Mr. CURTIS. It is very good. Now, the Pure Food and Drug Administration in your office, I believe, has set up a standard requiring that this product be designated as skimmed milk?

Governor McNUTT. That is right.

Mr. CURTIS. Well, isn't that a bad idea?

Governor McNUTT. No. It is simply following the law that the Congress passed. We could not do other than what we did.

You asked for the common name, and the common name is "skimmed milk." Being a country boy, I think I would tell you that. If you talk about "dried milk, solids, not over a certain percent fat," I wouldn't know what you were talking about. You talk about "skim milk," and I would.

Mr. CURTIS. As a matter of fact, we couldn't sell very much hamburger if we were required to call it scraps on the market, could we? And here you are going out to the dried-milk people in this country, and they are restrained from utilizing this 61,000,000 pounds because we must call it "skimmed milk."

Governor McNUTT. Oh, no.

Mr. CURTIS. Don't you think, if they called it, "fat-free," or something like that, the situation might be changed?

Governor McNUTT. That is not so at all. If they had put the energy into informing the people of the value of skimmed milk, rather than using that energy in fighting the so-called common name, they would have a market for it.

The law requires us to determine what the common name is, and the evidence was all one way, but that, I think, is beside the point, if I may be permitted to say so.

Mr. CURTIS. Don't you agree that something should be done to utilize this great quantity of milk that is not being used now?

Governor McNUTT. No question about it, and I urged the milk people to spend some of their energy in informing the populace, generally, of the fine qualities of skim milk. We will do the same. We have, in our relations concerning nutrition, pointed out that it is very good for you.

Mr. CURTIS. I believe that your office has linked the poor nutrition of the American people with the high percentage of draftees who were rejected for physical defects. This percentage was something like 42 percent of the total.

A press release by your office dated August 15, 1941, states:

A Government financed voluntary physical rehabilitation program for selectees rejected for Army service has been recommended by the commission on physical rehabilitation and steps are now being taken through appropriate channels to obtain necessary legislation, Federal Security Administrator Paul V. McNutt announced today.

Has any legislation been passed for a Government financed rehabilitation program for rejected selectees?

Governor McNUTT. No.

Mr. CURTIS. Does your office now operate any program of physical rehabilitation for rejected selectees?

Governor McNUTT. We do not.

Mr. CURTIS. Does your office expect to undertake such work or additional work in the near future?

Governor McNUTT. We have thought that such work should be undertaken, and that our office would be the logical place to administer such work.

#### MOBILIZATION OF PHYSICIANS AND DENTISTS

Mr. CURTIS. In a press release of August 29, 1941, your office announced that—

plans have been approved for the mobilization of physicians and dentists to meet the special demands for medical care which may arise as the national defense effort approaches its maximum, Federal Security Administrator Paul V. McNutt announced today.

Can you tell what these plans are and whether any of them have been put into effect to date?

Governor McNUTT. They are in operation today.

Mr. CURTIS. Can you tell us about them?

Governor McNUTT. It is a voluntary system, whereby we have set up a board for the selection and allocation of qualified physicians and dentists and veterinarians. The professions asked that it be voluntary, and I for one was perfectly willing to give them an opportunity to demonstrate that they could do this in that fashion.

The work is starting very well. We have had the cooperation and support of the organized professions. The committee is operating from here. It has its State and local subcommittees. I am very well pleased with the way in which it is moving along.

Mr. CURTIS. On November 14, 1940, the health and medical committee of the Council of National Defense announced the appointment of a subcommittee on nursing. On January 15, 1941, the United States Public Health Service announced that an appropriation of \$1,200,000 for training nurses would be used to increase the number of nurses.

Can you give us the specific steps that have since been taken to recruit nurses?

Governor McNUTT. The program has been carried out in accordance with the provisions of the statute; 40,000 were recruited. The need for even greater numbers is now realized and a request will be made for an additional appropriation. It is costing about \$300 per nurse to get the training.

Mr. CURTIS. One of the problems which has disturbed the committee most was the fact that national defense housing projects in the

past have gone ahead without accompanying plans for other community needs, such as education and recreation.

In a press release on July 12, 1941, your office states that a conference on recreation for defense workers recommended additional consideration of recreation needs in connection with new housing projects.

Before a new housing project is undertaken is your office consulted by Mr. C. F. Palmer in regard to planning other community facilities such as recreation?

#### INTERDEPARTMENTAL HOUSING COMMITTEES

Governor McNUTT. Yes. This was brought about by the formation within the agency of what amounted to an interdepartmental committee. On that committee are represented all of the Federal agencies which would have to do with the furnishing of community facilities.

Certainly, the office of the Defense Housing Coordinator has been represented at all of the meetings, and there has been the interchange of information between our organization and his, and very cordial relations.

Mr. CURTIS. For how many projects have the plans for other community facilities been drawn simultaneously with the plans for housing? Has your office taken the initiative in urging such advanced planning?

Governor McNUTT. Yes; we have taken the initiative on urging the planning. I can't answer you as to the number of projects, specifically. I can give you the information, but I don't carry it in my head.

Mr. CURTIS. How does your office operate on a local level? How do you handle a situation of that kind?

Governor McNUTT. Well, you realize that our basic organization is that of the Federal Security Agency, which includes the Social Security Board, with its operations in unemployment compensation, the United States Employment Services, Aid to Dependent Children, Aid to the Blind, Old Age and Survivors Assistance, and Old Age Assistance; the Office of Education; Pure Food and Drug Administration; National Youth Administration; Civilian Conservation Corps; the United States Public Health Service; Howard University; Freedmen's Hospital and St. Elizabeths Hospital. That has been our basic organization.

In addition to that we have the responsibility for the defense, health, and welfare services, covering education and recreation and nutrition, including the operation of the health and medical committee.

We have utilized our regional offices, that is, the regional offices of the social security board, by making them the regional offices for the defense, health, and welfare services. We have thus maintained our contacts all the way through the States and localities, contacts which had already been established in all of these fields. We have been dealing with these people through the years.

We have simply utilized our existing machinery with the addition of specialists at the top. For example, we had some very serious problems in connection with the communities adjacent to camps and defense concentrations.



Well, we sent people into those communities to do that job; as soon as the community was able to undertake its responsibilities we moved our people out. It was simply a matter of helping them do a job which obviously belonged to them.

Mr. CURTIS. Governor, I have one more question. I hope you won't think I am facetious, but I am really concerned about it, because it involves the general welfare of the country, as well as quite a few people individually.

#### USE OF BUTTER SUBSTITUTES

Referring back to this quotation from an authority in the Department of Agriculture, that our milk consumption should increase 20 percent, our butter consumption increase 15 percent: I have noticed, in some of the publications issued by the Federal Security Agency, in reference to nutrition, certain model diets, a plan for breakfast and lunch and dinner, and so on, that, in spite of the fact that we should increase our consumption of milk and butter, it would carry in that model diet butter substitutes and not butter.

Governor McNUTT. I don't think you could point out any place where that has been urged, where a butter substitute has been urged; we are talking about the amount of fat which is necessary.

We tell the people where they can get it, but there has never been—at least from our organization—any urging that there be any substitution.

Mr. CURTIS. I didn't say any urging, but the butter substitute product was carried in the pamphlet as one of the items in the model diet.

Governor McNUTT. Well, the needs of the average person are set out in the form of fats, for example. It is our duty to tell them where they can get it, in what forms, and I think we would be derelict in our duty if we did not.

Mr. CURTIS. That is all, Mr. Chairman.

Mr. SPARKMAN. Governor, the whole thing is that the person requires a certain amount of fat, and not necessarily butter fat, isn't that it, and if he gets that fat from any of these derivatives, why, it is all right?

Governor McNUTT. That is right.

Mr. CURTIS. That is not what the Agricultural Department has stated. They have been specific on milk and butter.

Governor McNUTT. Which division of the Department of Agriculture do you refer to?

Mr. CURTIS. I just quoted the Home Economics Division.

Governor McNUTT. Perhaps it would be well to get the Economics Division and the Consumer Division together on some points.

The CHAIRMAN. Thank you very much, Governor. We are very sorry to have kept you waiting.

Governor McNUTT. Do you wish me to file a statement, Mr. Chairman?

Mr. ARNOLD. We have your statement and it is already in our record.

The CHAIRMAN. Thank you, Governor. We appreciate it very much.

The committee will resume session tomorrow morning at 9:30 a. m. (Whereupon, at 12:30 p. m., the committee adjourned until 9:30 a. m., Thursday, January 15, 1942.)



# NATIONAL DEFENSE MIGRATION

THURSDAY, JANUARY 15, 1942

MORNING SESSION

HOUSE OF REPRESENTATIVES,  
SELECT COMMITTEE INVESTIGATING  
NATIONAL DEFENSE MIGRATION,  
*Washington, D. C.*

The committee met, pursuant to adjournment, at 9:30 a. m., in room 1301, New House Office Building, Washington, D. C., Hon. John H. Tolan (chairman) presiding.

Present were: Representatives John H. Tolan (chairman), of California; John J. Sparkman, of Alabama; Laurence F. Arnold, of Illinois; and Carl T. Curtis, of Nebraska.

Also present: Dr. Robert K. Lamb, staff director; and John W. Abbott, chief field investigator.

The CHAIRMAN. The committee will please come to order.

As I call the names of the first panel—the panel on State welfare—will you be kind enough to come up and take your places here at this table?

The CHAIRMAN. Mr. Hoehler, you are going to be the moderator. I think Congress needs a moderator.

Mr. HOEHLER. I will do my best.

The CHAIRMAN. Mr. Lyons?

Mr. LYONS. Yes, sir.

The CHAIRMAN. Miss Dunn, Mr. Glassberg, Mr. Goudy, Mr. Hodson, and Mr. Russell.

## TESTIMONY OF PANEL OF STATE WELFARE DIRECTORS, FRED K. HOEHLER, MODERATOR AND DIRECTOR, AMERICAN PUBLIC WELFARE ASSOCIATION

The CHAIRMAN. Mr. Hoehler, will you identify the members of your panel for the record?

Mr. HOEHLER. The members of panel are Leo Lyons, commissioner, Chicago Relief Administration, Chicago, Ill.; Miss Loula Dunn, commissioner of public welfare, State of Alabama, Montgomery, Ala.; Benjamin Glassberg, superintendent, department of public assistance, Milwaukee, Wis.; Elmer R. Goudy, administrator, public welfare commission, State of Oregon; William Hodson, commissioner, department of welfare, New York City; and Howard L. Russell, secretary, department of public assistance, State of Pennsylvania. My name is Fred K. Hoehler. I am director of the American Public Welfare Association, Chicago, Ill.

The CHAIRMAN. The committee appreciates the time you people have taken to come here and help us. You are all familiar with this

committee's work during the last 2 years. You know that in recent months we have been concerned with migration arising as a result of war preparation. The increasingly rapid activity in war production has now intensified problems of social and economic dislocation which it is your job to alleviate in the States. We are glad to have this opportunity to draw upon your observations and recommendations.

In order to facilitate procedure in a group of this size, the members of our committee are going to address our questions to Mr. Hoehler, who has agreed to act as moderator. He will, in turn, pass the questions along to the members of the panel. In this way, I believe we can build a well-rounded picture of what is developing in the States you represent as you see the problems. I have read the interesting statements you have submitted. They will be incorporated in the record.

(The statements referred to above are as follows:)

STATEMENT BY FRED K. HOEHLER, DIRECTOR OF AMERICAN  
PUBLIC WELFARE ASSOCIATION, CHICAGO, ILL.

JANUARY 15, 1942.

Before beginning my testimony, may I express to this committee our appreciation of the invitation extended to these public welfare administrators (who are with your committee today) to present to you some pertinent information on the problems confronting States and localities as this Nation engages in total war.

Today and tomorrow the executive committee of the National Council of State Public Assistance and Welfare Administrators and the board of directors of the American Public Welfare Association will meet in this city to discuss the problems arising in various parts of the country due to defense impacts.

During December 1941, about 150 State and local public-welfare directors and some three or four hundred of their associates, representing nearly all of the 48 States, met here in Washington to review their experiences for the past year and to plan to meet new responsibilities and new problems arising from defense activities. During that conference, the group raised a great many questions concerning the results of the impact of increased defense employment on welfare agencies through the reduction of relief rolls. It also discussed potential employability in defense work for some of the persons on relief. There was consideration of so-called priority unemployment and a number of other social and economic problems which face every American community.

REDUCTION OF RELIEF ROLLS

In answer to the questions which are related to the number of relief recipients, we found that reduction has been extremely spotty, with some places enjoying a considerable amount of new employment which has taken employable people from Work Projects Administration, the youth agencies, and also the relief rolls. Other places have experienced very little effect from defense employment. In a few places it could be said that relief rolls have reached the hard core of unemployment and were made up mostly of those people who are unemployable or who suffer from one type of handicap or another which prevents engaging in employment for wages. It was also pointed out during the conference that there was no provision for general relief. In a great many other States, it has always been extremely inadequate so that people have actually not had even the bare necessities of life provided from public funds. In every State, however, there has been a welfare organization administering one or all of the public-assistance programs (old-age assistance, aid to dependent children, and aid to the needy blind). These groups, now aided from Federal, State, and local funds, are not likely to find a place in the labor market. Some may be removed from the assistance rolls because relatives have found regular employment and can thus provide a larger measure of support for them than during the last several years. Where this occurs, there are frequently persons on the waiting list for categorical assistance who have not received this type of aid because of the shortage of funds. States affected by large industrial opportunities have naturally experienced the greatest reduction in the

total cost of assistance. In those States where relief rolls have been reduced and there was the possibility of a cut in expenditures, other problems have arisen which required the attention of the public-welfare departments and their employees.

#### REHABILITATION AND RETRAINING

Many welfare departments have been concerned with problems of rehabilitation and reemployment of relief recipients. There has been the frequently expressed need for the coordination of public welfare, vocational rehabilitation, and employment service agencies to accomplish the goal of returning relief recipients to private employment. In several instances such coordination has been worked out with very good results for those who are actually employable and for whom training is a possibility. This kind of coordination has not been effected in many places because of the shortage of funds. In each instance, funds are necessary so that actual rehabilitation and retraining with lasting results can be accomplished. Many of the State legislatures and a great many of the cities and counties have been shortsighted in not providing the additional funds which were necessary for this type of program. It is unfortunate that Federal funds have been so inadequate, particularly for medical rehabilitation.

In correspondence which has come from the States to the office of the American Public Welfare Association, it has been pointed out that local facilities for diagnosing and treating physical defects are completely inadequate and that new medical services must be made available to local communities if rehabilitation is to be accomplished. In other instances, it has been pointed out that funds for vocational training, while they have been available recently, have not gotten to the places in this country where that kind of training for new skills is most necessary.

In the matter of reemployment, there has existed for a long time the obvious need for a strong Federal employment service. This type of service, now an accomplished fact, should move rapidly into setting new and better standards for employment-service personnel so that those agencies may display greater vision and imagination than has been the case in the past.

A serious factor which has retarded reemployment of many people on relief rolls has been the discriminatory hiring practices of a great many employers. Very frequently men who have served on Work Projects Administration or who have been on the relief rolls are for that very reason alone denied employment. In other cases, racial discrimination has left no alternative for the individual or the family than that of seeking public relief. Recently in a few places the elimination of aliens from defense industries and from many other forms of employment has placed this group entirely at the mercy of charitable agencies. In some cases assistance has been denied them by public welfare agencies because they lacked legal residence.

#### PRIORITY UNEMPLOYMENT

The problem of defense priority unemployment is just beginning to materialize in a great many communities. Up until the end of November, assistance rolls were not greatly augmented as a result of curtailment of nondefense production. Recently, however, the mobilization for total war has imposed sharp restrictions on private consumption of goods made from materials required by the war. Factories have been closed to consumer goods production and more drastic curtailments in this regard must be expected. This program for all-out war will undoubtedly cause great dislocation and with it many problems requiring community action under State and Federal leadership. In meeting these problems, Federal funds will be necessary. The dislocation of workers and of industries places a great burden on governmental agencies which are expected to meet needs for food, clothing, shelter, transportation, recreation, public health, and education. These services are essential to civilian defense. Fortunately this country has the resources and will undoubtedly express the willingness to meet adequately these problems of home security. Provision will have to be made for emergency funds not only to provide transportation for those people who are moving from one community to another but also to provide some type of assistance to meet the costs of dislocation and relocation. No one who has been through this experience can deny that the average worker in this country must suffer a financial loss whenever there is sharp and urgent requirement for a change of job which involves the movement and care of his family. The answer to this growing problem of dislocation can be found only in Government action and in the provision of the necessary Federal funds to meet it.

Welfare agencies throughout the United States have felt very keenly the pressure from increased cost of living. In very few instances have they had the funds and in some cases they have even lacked the authority to increase the assistance grants to individuals and families who are dependent on public aid. Wherever rents increase and food prices move upward it means that not only do the lower income groups suffer, but particularly do the recipients of public aid carry a greater burden than ever before. Special case work services are being provided in many instances at additional cost for administration in order that families can be advised regarding wise and judicious spending of shrinking incomes. It has been generally agreed by experienced welfare people throughout the Nation that there is need for Federal legislation putting ceilings on rents and prices of food and other commodities. Even with such ceilings in effect, greater purchasing power is needed for the clients of welfare departments in order to meet the already rising costs of living. In many communities, particularly those near army cantonments and new defense industries, it has been noted that the increase in juvenile delinquency is related to the inadequacy of relief grants to meet family and individual needs. In not a few instances these same communities lack necessary facilities for education and recreation. When the rising cost of living has forced women and children of low income families into the labor market to supplement family incomes, it has followed that juvenile delinquency and other social problems increase materially, requiring action of the part of welfare agencies.

#### PROVISION FOR DEPENDENTS OF THOSE IN THE ARMED FORCES

Another type of dislocation which seriously affects many families is caused by the removal of young men to enter the armed forces of the Nation. Already over 1,400,000 have been so removed and many more will be in the near future. To provide for the dependents of those who are engaged in the services of the Army and Navy, becomes an important national responsibility. During the past year, it has been my privilege, as well as responsibility, to visit a number of camps throughout the Nation where I had an opportunity to talk with hundreds of soldiers. In nearly every instance there was some concern expressed for the economic and social security of the families which they had left at home, even where the breadwinner, be it a father or a brother, was currently employed. There was always the fear that he might become incapacitated through injury or there might be a loss of employment. An invariable question was "What provision can be made or will be made for meeting the needs of my family which I obviously cannot meet on \$21 or \$30 a month?" This concern on the part of the soldiers and sailors is an important factor in our military morale and is also just as important in the development of civilian morale. Where some measure of security is assured there will not only be greater respect for the Nation which provides it but greater confidence on the part of those who work or fight for that Nation.

With the induction of men into the armed forces through the selective service boards, many welfare agencies were asked to provide personnel to investigate claims for dependency deferments. This service was necessary and desirable, but it added to the costs of administration in the public-welfare agencies and no additional funds were provided from any source for this increased service. Following induction into the service, there have been a number of cases where dependency has developed in the families of the service men. Up to the present these cases were met by discharge from the armed forces. Currently and in the future such discharges may not be available, and it places a burden upon public or private agencies to meet the needs of the family.

With regard to provision for the dependents, it would be extremely unfortunate if this kind of provision for the families of service men is placed on the basis of charity. After all, the soldier is an American citizen and he asks for no charity. He expects his country to make provision for those whom he has left behind and who are denied his support. This Nation must fulfill the obligation to these men and provide adequate allowances from Federal funds based on token allotments by the men who are serving in the Nation's armed forces for as little as \$21 and \$30 a month. Such allotments and allowances should be given careful study not only by the Army, which has already developed plans for meeting this need, but by the agencies of the Federal Government operating within the Federal Security Agency. The staffs of these agencies have had long experience in meeting such responsibilities through insurance and assistance provisions.

## EMERGENCY ASSISTANCE

If this country is to suffer from serious enemy attack, sabotage, or bad dislocations of industry, there should be adequate assistance provided, not on the basis of need but on the basis of lost wages, income, or personal property. This type of assistance can only be granted from Federal funds and should not be a subject for discussion in charity campaigns or appeals to people to provide aid to others who must meet these misfortunes. Provision should be made in the Federal Security Agency for setting up such an emergency assistance service in which grants will be made to people who establish loss of personal property or who suffer loss of income because of damages to their personal property or to their own person. Without this provision this Nation cannot expect to maintain adequate morale or a united Nation. People who face disaster imposed by war must have the assurance that their country will help them to meet the results of that disaster.

## NONMILITARY AGENCIES

The Congress of the United States has a responsibility to recognize all of these civilian needs as definitely related to our total war effort. Discussion of defense and nondefense expenditures needs careful scrutiny before curtailment because in modern war sometimes the greatest defense is that which we provide in the protection and the security of the home. Certainly in a democracy where the individual is held in high esteem and looks to the State with confidence, there must be a recognition of the State's responsibility and the Nation's responsibility for helping the individual and his family face the rigors and the crises which come into their lives in meeting a total war. It is not only that these people need economic aid. Many of them will need far more than money—service of people who are trained and equipped to help them face the day-to-day crises and added responsibilities. This kind of service can come best through agencies and people trained to help others in meeting their problems. There can be no stinting of manpower or in the conservation of manpower either for the armed forces, industry, or the maintenance of the American home. Wherever conservation is necessary, be it in goods or men, it must be paid for and when a Nation is at war provision for this payment should come from national resources.

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STATEMENT BY LEO LYONS, COMMISSIONER, CHICAGO RELIEF  
ADMINISTRATION, CHICAGO, ILL.

JANUARY 13, 1942

EFFECT OF CONCENTRATIONS OF MILITARY OR INDUSTRIAL DEFENSE ACTIVITY  
ON WELFARE PROBLEMS

The increased industrial activity within the past year, as a result of the defense programs established in the Chicago area have, up to this time, served to reduce the number of cases on the relief rolls. From October 1940 to October 1941, there has been a reduction of 35 percent in the number of relief cases, resulting principally from employable persons securing jobs in defense and related activities. As a result of these industrial activities affecting the relief rolls, we find that as of today the case load consists largely of unskilled labor with a heavy concentration of Negro men, and both Negro and white women. Should there be a further accentuation of defense activity calling for less skilled, older persons, there should be a further reduction in the relief rolls.

Information available to us from the United States Employment Service indicates that during a 3-month period, October through December 1941, approximately 8,000 persons in the State of Illinois lost private employment because of priorities, etc., resulting from material shortages. Of this number, approximately two-thirds were in the Chicago area. However, it is estimated that two-thirds of those who lost jobs have been reabsorbed into defense and related industries and were not forced to apply either for unemployment compensation benefits or for public assistance.

The Division of Unemployment Compensation, Illinois Department of Labor, reports that in December 1941, there was an increase of 6 percent over December 1940 in persons making claims and receiving initial payments of unemployment compensation benefits. During this same period there was an increase of 3.3

percent in applications for public assistance in Chicago because of the loss of private employment.

For the first 9 days in January 1942, we find that 37.4 percent of all applications made for relief were due to loss of private employment.

The United States Employment Service reports an increased number of registrations from persons previously engaged as automobile and tire salesmen. Up to this point the Chicago Relief Administration has not felt the effects of the rationing programs with reference to automobiles and tire sales and rubber production. The picture in Chicago with its diversified industries is still good insofar as relief is concerned. The trend for the past 16 months has been downward. It is our belief that with further restrictions on clothing, radios, novelties, and other civilian industries, there is a possibility of a reversal of this trend occurring within the next 60 to 90 days.

#### WELFARE PROBLEMS RELATED TO PRIORITY UNEMPLOYMENT, CURTAILMENT OF CIVILIAN PRODUCTION, AND TRANSITION TO WAR INDUSTRIES

Thus far, the Chicago Relief Administration has not had to expand its welfare activities or services because of problems relating to priority unemployment or to civilian defense activities. It is anticipated, however, that as an increasing number of civilian industries may be transformed into defense activities, there may be a period during which recourse to public assistance by displaced workers will be necessary. The problems of civilian morale because of displacement in industry has not yet become unduly serious. The staff and facilities of the Chicago Relief Administration have been offered to the Civilian Defense Office; the staff consists of 1,330 persons of which 919 persons have volunteered for civilian defense duty who are now being called to aid in that program.

#### PROBLEMS OF AREAS SUFFERING POPULATION LOSS AND OTHER DEPRESSED AREAS

The general picture regarding population loss and depressed areas is not as yet acute in the Chicago area. It is our understanding from the United States Employment Service that there are several areas in Illinois, principally single-industry towns which are seriously affected. There has not as yet been any marked increase in the number of applications of nonresidents or migratory workers who have lost employment in their own localities. If there is a transfer of large groups of workers or civilians into the Chicago area the Chicago Relief Administration will be called upon to provide assistance including medical services and to meet emergency problems of feeding and housing. The Chicago Relief Administration is considering, in its planning, problems which may arise should general and large-scale evacuations occur from costal areas or from depressed areas. Should these evacuations occur the Chicago Relief Administration is prepared and equipped with staff and with experience to assist in a general welfare program of readjusting these persons into the community. The extent to which the local relief administration can meet this problem will be determined by limitations of resources.

#### PROBLEMS OF DEPENDENCY GROWING OUT OF MILITARY SERVICE

With an increase in Selective Service quotas, we are experiencing an increase in problems with reference to dependency growing out of military service. The relief administration has already entered into this program and since December 8, 1941, has loaned four employees on a full time-basis to the Chicago Selective Service Board to assist in investigating dependency claims. Of the 119 cases referred for investigation the Chicago Relief Administration staff finds that 50 percent of the cases investigated had no valid claims for dependency. In the remaining cases it was indicated that military service would create dependency principally because of illness, old age, widowhood, etc. The relief administration staff acts as fact-finding investigators in this role, and is well equipped because of its experience to participate in such a program.

#### PROBLEMS RESULTING FROM THE RISING COST OF LIVING

The increase in food costs in the Chicago area during the past 12 months have averaged between 10 and 12 percent. Clothing prices have increased approximately 10 percent. Household furnishings during the past year have increased 3.5 percent. These increases particularly affect the lower income groups and



are based upon standards from which relief budgets are computed. The Chicago Relief Administration has within the past 30 days increased its relief allowance by approximately 10 percent.

#### ROLE OF THE PUBLIC WELFARE AGENCIES IN MEETING NEEDS GROWING OUT OF ENEMY ACTION

The public welfare and relief agency in Chicago is prepared to play a vital role in meeting needs growing out of enemy action, with particular reference to resettling children or general population when and if evacuation from home areas is necessary. The Chicago Relief Administration is prepared to provide emergency care, feeding, housing, clothing, and medical service if necessary. The plans have already been submitted to the mayor of Chicago whereby the relief administration could feed and house 3,250 persons in its own district offices and its other housing facilities. Medical and feeding facilities can be established within 2 or 3 hours. The services of the relief administration staff of 1,330 are available to meet any crisis that may arise. The Chicago Relief Administration is equipped to cooperate with community organizations and integrate its program to provide for a large number of persons. Temporary shelter and food can be immediately provided. The relief administration can also serve in securing adequate housing and reestablishing families in adequate shelter facilities. The resources of the relief administration can be expanded to serve a large number of persons who may be affected by any catastrophe.

#### WELFARE SERVICES IN A WAR ECONOMY; THEIR FUNCTION AND THE PROBLEM OF THEIR FINANCING

Since our last report to this committee, the Illinois Statute pertaining to residence has been revised with some liberalization as to residence requirements for public assistance. There are still, however, no provisions for other than temporary care, pending removal for migratory interstate persons applying for assistance.

The law, at present, provides for temporary care and transportation back to the place of legal residence for applicants who have residence for relief purposes in some Government unit in Illinois. A person to be eligible for assistance from the city of Chicago must have resided in the State of Illinois for a continuous period of 3 years, and must have made his permanent home in Chicago for a period of 6 months prior to his application for relief. Residence once acquired will be retained until a person acquires a new residence in another governmental unit of Illinois, or has remained outside of the State of Illinois for a continuous period of 12 months or has acquired residence in another State.

Upon the consent and agreement with the overseer of the poor in the responsible governmental unit, a person may remain in Chicago and receive assistance there. For persons who hold residence in other States, temporary care and transportation may be furnished upon the person's request, and if he has a legal residence in some other State. No assistance may be granted to a person who refuses to return to the place of legal responsibility.

Up to this time there has been no noticeable increase in applications from non-residents. However, as depressed areas occur, there will be an influx into Chicago of youths and the more aggressive older persons. It is quite likely that with an increase in migration and transfer of workers from depressed areas, the existing residence statutes will involve a hardship in cases of temporary dislocation during the period where industries are refitted or retooled for defense activities. Undoubtedly there will be an increase in interstate migration in order to achieve an equitable and adequate labor supply. Existing laws regarding residence involve considerable hardship. We anticipate that with a total war economy, there will be increased demand for welfare service to meet problems of dependency to provide medical care to meet any emergency which may arise out of total defense. It will be necessary to continue and expand already existing social services. The factor of civilian morale will play a vital role in sustaining the war economy.

With the anticipated increase in the demand for welfare services, the problems of local financing will become acute and in addition to present legal limitations and restrictions regarding local financing, the problem of wholesale migration may be encountered which will necessitate a broader base than local financing provides.

It is our opinion that to adequately meet the problems arising from the migration of laborers and their families, and increased social problems resulting from congested populated areas, the Federal Government should give consideration to the establishment of a fourth category in the social-security program so that assistance might be provided for those currently in need regardless of age, race,

color, creed, or place of residence. This would require the establishment of uniform settlement laws and grants-in-aid to localities affected by this acute problem.

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STATEMENT BY LOULA DUNN, COMMISSIONER OF PUBLIC WELFARE, STATE OF ALABAMA

During the past year we in Alabama have had an opportunity to observe what I imagine is a pretty complete cross-section of the problems created for communities and individuals by an expanding defense and war program. We have seen a wide variety of defense activities superimposed upon an economic and social structure where industrial development has only recently begun to modify the predominantly rural character of the State. Moreover, having been one of the 4 poorest States of the Nation in terms of per capita income, Alabama now ranking forty-sixth, we have had little in the way of private or community reserves to help us in cushioning the shocks of social change brought about by the shift to a war economy.

All of this has meant that while we welcome the opportunity to make fuller use of our resources, both human and material, in the common cause, we have been undergoing a series of readjustments which have sorely taxed our means for meeting the needs of the people involved. It is because of these many readjustments already necessitated, however, that we are in a measure able to state some of the reasons for an intensification, rather than a lessening, of social services during the war emergency. In presenting some of the problems already being faced or anticipated in Alabama, I shall, therefore, attempt to indicate something of the need for maintenance and strengthening of public and community programs designed to meet the needs of people.

Even a period of social growth and development brings to families and individuals the kind of problems which welfare agencies were created to meet. The existence of a state of war with its demands on individuals for all-out effort makes it all the more important that their vitality, morale, and singleness of purpose not be sapped by problems of economic or social readjustment beyond the power of individual solution. Providing the necessary assistance both in individual financial aid and in community organization for effective and unified service is a contribution which we in the welfare field should make to the achievement of full and early victory.

In Alabama we have found that no part of our State has been immune from the changes created by a developing war economy. For while direct defense activity has been primarily centered in 18 of the State's 67 counties, this activity has in fact tended to draw off workers and otherwise affect the other parts of the State. Moreover, selective service, rising prices, organizations for civilian defense, and other universal developments in the war program have, of course, been felt throughout Alabama. Gradually, therefore, our organization within the State department of public welfare for dealing with defense and war problems has come to embrace all of our counties. The first impact, however, was felt in those areas where a concentration of defense activity brought new population and a swift accumulation of new problems.

A brief summary of the type and location of major military and industrial wartime activities in Alabama may be helpful to the committee in visualizing our problems. (Appended is a map showing location of the various projects in the State, as well as a summary list of the principal establishments.<sup>1</sup>)

CALHOUN COUNTY (1940 POPULATION, 63,319)

Anniston, the largest town and county seat, had 25,523 residents prior to the expansion of Fort McClellan, Army cantonment, to include 20,000 troops. A total of 21,000 acres was purchased in the county by the Army for use as a training area.

Also, in Calhoun County is located a new ammunition dump for which 10,000 acres were required, and numerous industries filling defense contracts.

Because the expansion of Fort McClellan, coupled with these other projects, was among the first defense developments in the State, Anniston early became aware of problems now common to cantonment areas.

<sup>1</sup> Not printed.

## COLBERT COUNTY (1940 POPULATION, 34,093)

Tuscumbia and Sheffield, the 2 largest cities of the county, have populations of 5,515 and 7,933, respectively. In addition to being the heart of the Muscle Shoals area, with Wilson Dam operated by the Tennessee Valley Authority, the county has 3 large war industries—Reynolds Metal Company, Reynolds Alloy Company, and Electro-Metallurgical Company. Employees at the 3 plants and those of the Tennessee Valley Authority total nearly 10,000.

Because this section is close to the Tennessee and Mississippi lines, the problem of migration is enormous, with a continuous flow of workers into the locality.

## COFFEE COUNTY (1940 POPULATION, 31,987)

Close to Enterprise, the county's largest town (4,353), the Army is beginning construction on the Pea River project which will be a cantonment for approximately 30,000 men. The location, comprising some 50,000 acres in Coffee and Dale Counties, will include chiefly lands formerly used as a State park.

Because this is the newest military area in the State, few problems have as yet been manifest. Elba, the county seat, with 2,363 residents, together with other municipalities, is, however, attempting to prepare for the influx of construction workers soon expected.

## DALE COUNTY (1940 POPULATION, 22,685)

The Pea River project which will occupy a portion of Dale County will not be the first military establishment there. Grimes Air Field, located close to Dothan in adjoining Houston County, has just been completed as a unit of the southeastern Air Corps training center. Because of the proximity of the air field and the new cantonment to Houston County, which borders both Georgia and Florida, there are already evidences of a spill-over of migratory labor from these States. The county seat of Dale County, Ozark, is expecting a decided increase in its population of 3,601 as construction work progresses and more newcomers pour into the area.

## DALLAS COUNTY (1940 POPULATION, 55,245)

Just outside Selma, with 19,834 inhabitants, the Army has built Craig Field, also a unit of the southeastern Air Corps training center. Because this field was finished early in 1941, Selma has already made some progress, insofar as funds were available, toward strengthening community facilities for recreation, housing, etc.

## ETOWAH COUNTY (1940 POPULATION, 72,580)

Gadsden, whose population in 1940 was 36,975, has become a small munitions center. The Attalla Manufacturing Co. there is making shells, another shell-forging plant has been built, and Republic Steel is filling war orders. Before 1941 closed, Goodyear Tire & Rubber Co. at Gadsden was running on a greatly reduced schedule and it is possible that a shut-down will be necessary.

## JEFFERSON COUNTY (1940 POPULATION, 459,930)

In and around Birmingham (267,583) and Bessemer (22,826) are located iron, coal, and steel industries which make the area second only to Pittsburgh in strategic importance. At the same time fear has been expressed for the large cast-iron pipe and stove foundries which may have to curtail operations soon for lack of raw materials.

## MACON COUNTY (1940 POPULATION, 27,654)

Close to Tuskegee (3,937) the Army has almost completed its only flying school for Negroes. The influx of construction workers taxed existing facilities, and soon an increase in Army personnel will overflow the already crowded schools and other community resources.

## MADISON COUNTY (1940 POPULATION, 66,317)

The mecca for migrants in Alabama at present seems to be Huntsville, which, according to the last census, had 13,050 residents. The Redstone Arsenal and the Chemical Warfare plant, together occupying 40,000 acres in the county, are drawing construction workers to such an extent that almost no houses or rooms or even shanties can be had at any price. Since construction has not reached its peak, however, the already over-crowded facilities will be further taxed during the coming months.

## MOBILE COUNTY (1940 POPULATION, 141,974)

The census figures for Mobile (78,720) do not reflect an accurate picture today, because the almost 20,000 employees in shipbuilding and related industries there and at Brookley Field, the southeastern air depot nearby, are largely from other areas. Community life is being taxed on every hand—traffic is hazardous, houses can be secured only at exorbitant rentals, schools are operating double shifts, and health authorities agree that hospitals, physicians, and clinics cannot meet the needs of the total population.

## MONTGOMERY COUNTY (1940 POPULATION, 114,420)

To Montgomery's 78,084 residents have been added the approximately 12,000 military and civilian personnel at Maxwell and Gunter Fields, the two branches of the southeastern Air Corps training center located there.

## RUSSELL COUNTY (1940 POPULATION, 35,775)

In Russell County 10,000 acres were recently purchased as a training area for Fort Benning in adjoining Columbus, Ga. At the same time, Fort Benning was enlarged to house approximately 60,000 men, with plans under way to make this number 90,000. The influx of population to Columbus consequently overflowed across the river to Russell County, Ala. Phenix City (15,351), therefore, has acute population problems due to its proximity to a large cantonment, and also must cope with interstate migration.

## TALLADEGA COUNTY (1940 POPULATION, 51,832)

Although many of the thousands of migrants who went to Talladega County during 1941 are now beginning to leave for Huntsville and other points, the area continues to suffer from over-population. Childersburg, near which the Alabama ordnance works have been built, has grown from 515 to about 6,000, while similar growth has occurred in the larger towns of the county (Sylacauga, 6,269, and Talladega, 9,298). Near Talladega is the Coosa River munitions plant (Brecon Loading Co.) and both this and the ordnance works will continue to employ large numbers of persons even after all construction is completed since their operations personnel is expected to be at least 9,000.

These communities have all suffered in greater or lesser degree the problems of population increase so rapid that the accompanying expansion of normal community facilities and services lagged far behind. The social disorganization attendant on too rapid growth has, in the areas where military establishments have brought large numbers of unattached young men, been coupled with the problems created by an abnormal population distribution in terms of age, sex, and social ties. Furthermore, in most of these counties the purchase of large amounts of agricultural land for military purposes has displaced the families which formerly made their living from this land, necessitating a move to new locations and frequently a new source of livelihood. For example, the Farm Security Administration, which was given the responsibility for relocating these displaced people, reports aiding 403 families near Fort McClellan, 210 in the Childersburg sector, 492 in Madison County, and 23 at the Tuskegee air base.

I do not need to tell this committee, with its wide background of observation throughout the country, that the outstanding characteristic of a defense community is overcrowding. Alabama's defense centers are no exception. The first pinch is normally felt in housing with attendant rent increases, unsanitary conditions, and makeshift living arrangements. Over-flowing schools and hard-pressed health, recreational, and sanitary facilities follow close behind. Without taking too much time on what I know is a familiar story to the committee, I cite a few examples of conditions reported from some of our counties.

We have seen rent increases varying from 20 to 500 percent. People have been reported sleeping in automobiles or paying \$1 a night for the use of living room chairs in tourist homes. Shanties of rough lumber have been thrown together on small lots purchased for \$50 in \$4 monthly payments. Trailer camps have sprung up in all the defense areas. Naturally, these crowded conditions have affected not only the newcomers drawn by defense employment, but also the older residents, especially those at the low income levels. We have had case after case of public-assistance families forced out of their homes by rent increases which they could not meet. Many such families have turned to makeshift shanties, doubling up, and housing previously abandoned as unsatisfactory. On the other hand, in areas from which workers have migrated, new dependency has been reported. This occurs when the father or son leaves his family at home and fails to support them, either because his wages were less than he anticipated when measured by rising prices, or because he has deserted his dependents.

Children in defense areas suffer from overcrowding not only at home but also at school. One of our county directors reported recently: Pupils sit two in a seat and around the wall in chairs. Space in the basement has been converted into classrooms and the gymnasium is used. It is estimated that 200 additional children should be attending school but no effort is made to enroll them because of lack of space. Similarly, in Talladega County 2,700 new school children have been enrolled in a school system normally enrolling 5,000 children.

The congested conditions and lack of social stability of these boom towns create new and expanded problems for our child-welfare workers. One area reports an increase in the number of juvenile delinquency cases during the past year of over 500 percent. In cantonment towns we have had cases of 13-year-old girls engaging in prostitution. Industrial centers report both boys and girls involved in unwholesome or illegal enterprises. Such problems are greatly aggravated by the inadequacy of recreational facilities and activities for children, civilian adults, and soldiers.

#### CIVILIAN DEFENSE COUNCIL

In recognition of these situations created by the war activities throughout the State, Alabama's State Civilian Defense Council is furnishing leadership in direction and procedure. This council, with the Governor as chairman, was formed early in 1941, its members being executives of already functioning State agencies such as health, welfare, agriculture, industrial relations, and other departments. This pattern of organization is proving effective in allocating responsibility to the governmental department concerned and in eliminating unnecessary duplication of service and expenditure. The State council works closely with the 67 county defense councils and through it are channeled Federal regulations and services.

Gradually the aid available through these various Federal programs is beginning to bring some measure of relief into the situation as far as facilities are concerned. Construction of 11 defense housing projects<sup>1</sup> will, when completed, furnish 2,354 new dwelling units; new construction of community facilities under the provisions of the Lanham Act is now under way in some counties. Projects already approved for Alabama to develop health, education, and recreational facilities will represent an approximate expenditure of 3½ million dollars. Local efforts to provide recreation for soldiers are being supplemented by activities of the Federal Security Agency through its recreational division, by United Service Organization funds raised nationally, and by Work Projects Administration programs. No additional aid for welfare purposes has been made available, however and our normal resources have been far from adequate, especially in view of the reductions now taking place in the Federal youth and work programs.

It is interesting to note that in addition to the responsibility placed on welfare departments by the need for community service in defense areas, the financial burden of actual assistance grants has not, as might be expected, been lessened to any degree. Last spring we made a special case review in the 17 counties of the State where defense activity was then concentrated, and found that only 9 percent of the public assistance cases studied were affected to such a degree that they could be closed. This can be explained in part by the fact that in Alabama funds have never been available, except in occasional dire emergencies, to assist families in which there is an able-bodied member, and that relatives of public assistance clients, even though they have secured better paying jobs, are not yet able, because of debts, accumulated family needs, and increased living costs, to

<sup>1</sup> Projects located in Birmingham, Childersburg, Gadsden, Mobile, Montgomery, Muscle Shoals, Selma, Sylacauga, and Talladega.

assume the burden of their support. A similar case review, covering the entire State, is now under way and will be completed in February.

From the point of view of the State as a whole, any reduction in the need for financial assistance to families in defense areas is more than offset by the rising cost of living and the situation in other sections. Rural counties in the State are experiencing the difficulties of population loss, shortage of farm workers, and an uncertain future. Farm credit bureaus and landowners are reluctant to furnish families whose plans are indefinite, while some landlords and tenants have included 30-day clauses in their yearly agreements. A general restlessness and instability characterize the rural sections, with an increasing tendency for the able-bodied young men to volunteer for military service or to emigrate, leaving behind an overaged and otherwise hand-capped population with a higher than normal incidence of dependency.

In other parts of the State we are beginning to feel the pinch of transition to a war economy in the form of so-called defense priority unemployment. Many of our smaller industries have not received defense orders and are, therefore, unable to secure necessary materials. Stove manufacturers have already been forced to curtail their production. In north Alabama the cast-iron pipe industry, likely to be shut down shortly, involves approximately 12,000 workers. The Goodyear rubber plants in Gadsden are now on a part-time schedule and must either close soon or be converted for wartime production. Likewise, the State's silk industry, which is spread over 11 counties and involves approximately 3,000 workers, may soon be shut-down. It is hoped that many of these workers can be absorbed in textile plants which need additional employees in filling Army contracts. The shifting of such workers to a new industry, however, involves at best a trying period of readjustment and one with which we have had little experience.

These are only some of the first evidences of a difficult transitional process in which war production may ultimately absorb many workers and plants made idle by civilian curtailment. But the condition, even though it may be temporary, is bound to create widespread hardships among those thrown out of employment. The welfare agencies must thus be in a position to ease the process of transition by meeting needs not answered by unemployment compensation.

Another new welfare problem has been created by the voluntary enlistment of many young men who formerly supported their families in whole or in part. No special Federal provision is now made for such families and they must, therefore, look to the regular public welfare agencies for financial aid. Even prior to the war, voluntary enlistments from Alabama in the armed forces of the Nation were higher proportionately than for the country as a whole and were highest in those rural counties where family income is the lowest and employment opportunities are fewest. Since the outbreak of actual war, we are beginning to receive an increasing number of applications for aid from families whose breadwinner has enlisted. Moreover, we have been warned to expect a more rigid definition of dependency in the granting of deferments by selective service boards which will undoubtedly increase the number of requests for assistance. The expansion of the selective service program will also enlarge the job which the public welfare departments are doing for the selective service boards in making investigations of doubtful cases of dependency. Already the 17,383 investigations made from November 1940, through November, 1941, have consumed 7 percent of the administrative time of county staffs with the cost borne entirely out of State and local funds with no Federal participation.

The problems which are the concern of public welfare have been greatly aggravated by higher prices. I have already cited rising rents in defense areas. Increases in food costs throughout the State have been reported as ranging from 7 to 33 percent. Clothing prices have advanced from 10 to 35 percent, with the greatest jump taking place in the cotton work clothes commonly purchased by these low-income groups. A recent study made throughout the State revealed that the purchasing power of the relief dollar had dropped from 100 cents in September 1940, to 72 cents in November 1941. When you consider that our average relief grant is only \$10 a month, it is evident that price increases are forcing relief recipients to a submarginal standard of existence. Frequently these low grants have in the past been supplemented by surplus commodities. Although some commodities are still being distributed, their quantity and variety are much more limited now because of war conditions.

In time of war it is my belief that the Federal Government is more than ever responsible for the welfare of its citizens, and that the demands of an all-out effective effort can be met only in a Nation where no individual is permitted to

be devitalized by hunger and the fear of want. I believe that the Federal Government should use its resources to see that people are aided over the periods of individual economic hardship brought about by war conditions. Likewise, I consider it the Government's obligation to bring the population at the lowest level of existence up to a minimum standard that assures the health and vigor needed for successful prosecution of the war. I recognize, of course, that war means sacrifice and frugality on the part of us all, but war also means untiring work. It means, too, the kind of courage that comes from good health and a knowledge that the same country that asks sacrifice of its citizens guarantees to them a minimum of economic security below which no individual will be permitted to fall. This has been one of the sources of national strength in England; I believe it will prove to be likewise here.

Specifically, I think the Federal Government, in the following ways, should undertake to meet the problems described:

1. Public assistance, including provision for general relief to residents and non-residents alike, should be extended to States on a basis of variable grants to assure a minimum standard to all Americans, including those living in the poorer States.
2. Leadership should be furnished toward establishment of uniform settlement laws as a preliminary step in abolishing them.
3. Federal dependency allowances should be available to the dependents of men in military service.
4. A Federal fund, subject to a minimum of legal and procedural restrictions, should be available to meet without delay emergency problems of need resulting directly from the war, whether from enemy action or internal economic adjustments.
5. A unified Federal approach should be made to the problem of assisting States and communities in coordinating their own resources and relating them to the total war effort. This should include the problems of housing, health, welfare, recreation, and community facilities, as well as production problems and those of civilian protection.

*Location of major military and industrial defense activities in Alabama, January 1942*

Location	Population 1940	Defense activity
Calhoun County	63,319	Fort McClellan.
Anniston	25,523	Ammunition dump.
Colbert County	34,093	Wilson Dam.
Tuscumbia	5,515	Electro-metallurgical plant.
Sheffield	7,933	Reynolds Metal Co. Reynolds Alloy Co.
Coffee County	31,987	Pea River cantonment.
Elba	2,363	
Enterprise	4,353	
Dale County	22,685	Grimes Air Field.
Ozark	3,601	Pea River cantonment.
Dallas County	55,245	Craig Field.
Selma	19,834	
Etowah County	72,580	Shell forging plant.
Gadsden	36,975	Attalla Manufacturing Co. Republic Steel Corporation.
Jefferson County	459,930	T. C. I. and other steel industries.
Birmingham	267,583	
Bessemer	22,826	
Macon County	27,654	Air training base for Negroes.
Tuskegee	3,937	
Madison County	66,317	Chemical warfare plant.
Huntsville	13,050	Redstone Arsenal.
Mobile County	141,974	Shipbuilding.
Mobile	78,720	Brookley Field. Aluminum plant. Other industries.
Montgomery County	114,420	Maxwell Field.
Montgomery	78,084	Gunter Field.
Russell County	35,775	Annex to Fort Benning.
Phenix City	15,351	
Talladega County	51,832	Coosa River munitions plant.
Talladega	9,298	
Sylacauga	6,269	
Childersburg	515	Alabama Ordnance Works.

## STATEMENT BY BENJAMIN GLASSBERG, SUPERINTENDENT, DEPARTMENT OF PUBLIC ASSISTANCE, MILWAUKEE COUNTY, WIS.

## EFFECT OF CONCENTRATION OF MILITARY AND INDUSTRIAL DEFENSE ACTIVITIES ON WELFARE PROBLEMS

No new defense plants or Army camps have as yet been established in Wisconsin. Consequently, there has been no important migration of workers into the State according to the Industrial Commission. Many of the cities have experienced a considerable immigration.

A few months ago it was announced that a \$65,000,000 Badger ordnance plant is to be constructed in the Merrimac area, Sauk County, to be completed January 1, 1943. Buildings on an 8,000-acre site to cost \$42,000,000 have been contracted for which will call for 10,000 construction workers. The War Department is planning to expand the facilities in Camp McCoy, near Sparta. Plans call for buildings to cover 53,000 acres at a cost of \$22,000,000 which will require 20,000 construction workers. When completed it is estimated that 1,000 civilian workers will be necessary for maintenance. It is expected that the influx of workers for these projects will affect 27 towns, villages, and cities in their "spheres of influence."

In the past, large construction jobs such as these have been undertaken and completed without very much planning in advance concerning the health, housing, education or other needs of the workers and their families who would be gathered together to do the job. Fortunately, a complete list of the sanitary facilities, necessary expansion of the water supply, the school needs, recreational facilities and service centers which the cities and towns in these areas will require in meeting the expected population expansion, has been carefully compiled by representatives of several Federal agencies working in close cooperation with the Wisconsin Council of Defense. The recommendations have been sent on to Washington by H. L. McCarthy, the regional director of defense, health and welfare services. It is contemplated that additions and revisions of the original recommendations will be necessary.

The plans submitted to Washington, however, have not taken into consideration the fact that many workers who will drift into these areas, predominantly rural, from various parts of the State and from other States will fail to get work and will be in need of relief. The prospects of transients being granted relief if in need are quite remote. The relief director of La Crosse states that relief for single persons and possibly for married couples without children who have no legal settlement will be refused. Other towns will probably take the same attitude.

The 27 villages, towns and cities which will be affected by these two developments can no more be expected to provide for the relief needs of those in distress than they can be expected to supply the additional communal facilities to meet the increase in population. Congress has made it possible for these facilities to be supplied by the Federal Government. The cost of furnishing relief to the nonresidents and transients should be assumed by the Federal Government with the State assuming a portion of the cost. No part of it should be saddled on the local community which has no responsibility for creating the problem it is suddenly confronted with. The adoption of uniform settlement laws by all States with a reasonable maximum of 6 months or a year, would help materially in eliminating one of the most troublesome problems in the administration of public welfare. Federal responsibility for transient relief would facilitate such a move and reduce the ranks of those who have lost their "settlement rights" and have lost hope of ever regaining them.

Neither has any thought been given to the need of providing for the hospitalization and medical care of the thousands of workers who will be employed in these two areas. It does not appear that there are sufficient public facilities available for those unable to pay doctor and hospital bills. Neither the local public-welfare agencies nor private social agencies are likely to be willing or able to provide the increase in the demands for free medical care which may be necessary.

It should also be pointed out that provisions will probably have to be made for additional housing facilities. Very little building of private homes has taken place in these areas. Defense housing projects should be given consideration, especially since there will be a permanent addition to the population. Otherwise overcrowding will result, along with high rentals and unsatisfactory sanitation. The forced doubling up of families will serve to increase the problem of adjustment to a wholly new environment. Many families do not possess the inner strength



to meet such situations successfully and need counseling and advice which the social agency can render.

#### EFFECT OF CURTAILMENT OF CIVILIAN PRODUCTION ON WELFARE PROBLEMS

The first city to feel the effects of the shortage of "critical materials" was Manitowoc. The Aluminum Goods Manufacturing Co. laid off about half of its force of 3,000 workers beginning March 1941. Detailed information concerning this situation has been gathered by the Tolson Committee. The prohibition of the sale of new automobiles has added several thousands to the many who had been laid off in Milwaukee, Janesville, and Kenosha plants. In addition, automobile sales forces have been suddenly faced with dismissal. There are 5,794 licensed salesmen in the State. The virtual elimination of the sale of tires and tubes has very seriously affected Eau Claire and La Crosse, both of which have large plants dependent on rubber and are now faced with a complete shut-down. Other concerns manufacturing auto parts, farm machinery and metal stamping companies have also been seriously affected. It is expected that the \$5,000,000,000 defense contract which was discussed with the automobile industry and the auto workers union in Washington on January 5 will help to provide work for all those who have been laid off. In the meantime some workers laid off last May or June have exhausted their unemployment benefits and have applied for relief. Some have drifted to other cities in search of work and have had to apply for relief.

Sooner or later as a result of these sudden industrial changes in spite of the Work Projects Administration program, if it continues, and unemployment compensation benefits, there will be many persons who do not quite fit into any category and are in need of relief. Some communities may be faced with a large volume of applications for aid due entirely to our war efforts. To attempt to meet this need would put a severe strain on many localities which are still faced with the task of liquidating bonds issued for relief during the depression.

With the exception of the early depression years the State of Wisconsin has provided very little assistance to the local communities in helping them to meet the costs of general relief. With the exception of New York, Illinois, Massachusetts, and California, local expenditures for relief in Wisconsin exceeded that spent by the political subdivisions of any other State in the country. The northern cut-over counties are the only ones to have received any substantial assistance from State funds because of their utterly helpless condition. There should be a more generous program of State aid adopted, and the Federal Government should be called upon to aid the States and local communities to meet their general relief expenditures by assuming at least half of the cost. This would prevent any unnecessary suffering and undermining of the health of any portion of our population.

Federal aid would help raise standards of public welfare agencies and result in an improvement in personnel. This is of vital importance. Public agency workers will more and more be called upon to face problems arising in families as a direct outgrowth of the war. Families will separate, with the breadwinner employed in a distant defense plant and the family left behind and perhaps forgotten. Men displaced from their usual jobs will unconsciously struggle against acquiring a new and unknown skill or will object to being transferred to a strange environment. Older boys will leave school and enlist or will take a well-paid job and suddenly be in possession of more money than they had ever dreamed of. They may drift to other cities and gradually the old family ties will be forgotten. Young girls from families with marginal incomes will flock to towns near Army camps to work as waitresses or entertainers, but later may stay on for less respectable purposes. More and more women will be drawn into factories. Many mothers will be tempted to go to work and place their children with relatives, friends or strangers, sometimes without giving sufficient thought to the kind of home to which they will entrust their children. Suitable foster homes are not always readily available. Lack of parental care will soon show itself in an increase in juvenile delinquency, a not unusual concomitant of war.

Family tensions of every conceivable kind, problems of adjustment of the individual to new environments, social and industrial, and to changed family situations, will arise and face us on a large scale. It will be far beyond the resources of the existing private social agencies to cope with them. It is important that there be available in each community a properly staffed and equipped public welfare agency capable of helping families solve some of their difficulties. The post-war period will aggravate and intensify these problems. A large part of the labor force will suddenly find that there no longer is a market for the one skill

they possess. A new and larger movement of population will again begin with a great many families again threatened with disorganization. We must be prepared for such a contingency so that we may be in a position to meet it.

#### EMPLOYMENT SERVICE

The chief responsibility for dealing with the problems resulting from the dislocation of large numbers of workers falls on the Employment Service. It must make certain that workers are properly classified according to skill. It must know which plants need workers and see that they get them in an orderly way. This must be done promptly and expeditiously if the program announced by the President in his address to the Congress on the "State of the Nation" on January 6 is to be carried out. If properly qualified workers are to be shifted from one city to another where shortages exist, the Employment Service in cooperating with the local welfare departments should determine, as is done in England, that the transferred workers and their families will have a proper place in which to live and that there are adequate provisions for their health. We must learn to conserve the health of the worker as much as the materials he is working with. It is most important that we avoid the waste and confusion and loss of valuable man-hours which is bound to result if workers are left to shift for themselves and industries are free to compete with each other.

The Federal Employment Service must be prepared to assume responsibility for the transportation of the worker and the assistance necessary to maintain him and his family until he can do so himself. Costs should be assumed by the welfare agencies to be reimbursed by the Federal Government. The Employment Service can help mobilize available labor which may ordinarily not be drawn upon by industry because of prejudices against various groups such as Negroes, aliens, and other minority groups. It can also make certain that women and older men on Work Projects Administration or relief are, after receiving necessary training, gradually substituted for younger workers who would thus be released for the armed forces.

Along with the problem of reallocation and transfer of labor is the problem of retraining. No national system for retraining has as yet been developed. This responsibility might well be placed in the hands of the Employment Service, especially since it has recently become a Federal agency exclusively and thus free from local and State political pressures. The Employment Service would serve as the coordinating agency, bringing together industry, labor and the vocational education groups to develop a practical and effective approach to this problem and be responsible for carrying it out. In many localities well equipped vocational schools are already in existence which could be used for retraining purposes. Where they do not exist it will be necessary for the Employment Service to develop facilities for this purpose. Unless Work Projects Administration, National Youth Administration, and Civilian Conservation Corps are abolished, their training programs can also be utilized.

One of the most important problems facing the Nation following the war will be the task of retraining millions of workers so that they may again function in a peace economy. It is, therefore, essential that the Employment Service be as strong as possible.

#### DEPENDENCY RESULTING FROM MILITARY SERVICE

Generally speaking, there has been very little dependency resulting from the Selective Service System in most parts of the State. The State Public Welfare Department has encouraged the local draft boards to clear all cases which might involve dependency with the local public-welfare agencies which have cooperated in making necessary investigations. Enlistments by employed sons who were contributing to the support of the family have in some cases made it necessary for the welfare agency to give some supplementary aid. The vast expansion of the armed forces may change this picture considerably. It would then be necessary for Congress to provide some form of allotment by men in the service to their families. In addition, Federal aid to the States for direct relief expenditures would insure more adequate aid to families in need because of military service.

#### UNMET NEEDS

Although the social services are fairly well developed in many parts of the State, there are very inadequate facilities for meeting some important needs such as dental care. The extent of this need was revealed by the recent physical

examinations of draftees. The examinations made in 1917-18 originally showed how bad the situation was. Dietary deficiencies also appear to be widespread. If we are to follow in the footsteps of the British, where, as Eric Biddie points out, the Government works on the theory that the strengthening of the health and welfare measures ranks with the building of guns, tanks and planes as a defense priority, then we have a good deal of work cut out for us.

It is unwise to deprive the Nation of a large number of men who might be used for its defense because of dental, eye and nutritional deficiencies, many of which if properly treated could be corrected. The public must assume responsibility for maintaining the health of the total population. The adoption of the national health program as envisaged by bills introduced by Senator Wagner and urged by the President on the National Health Conference which met in Washington in 1938 would be a step in the right direction. In the meantime adequately financed dental clinics should be opened by the health departments or dispensaries in the various cities with Federal aid to insure their proper operation and financing.

The local public health and welfare agencies should take an active interest in building up the health of all those rejected for service because of physical deficiencies. Since this work could well be regarded as a part of our national defense efforts, the cost of a major part of it should be borne by the Federal Government. This is especially necessary because the enormous increase in Federal taxes will make it exceedingly difficult to increase local taxes. The operation of the defense program will, as has been pointed out, increase the demands upon the social services of many localities. Unaided, they will not be able to meet these demands. The total cost of a program to protect the health of the Nation when compared with the 50-billion-a-year Victory program will be infinitesimal.

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#### EXHIBIT A.—COMPENSATION FOR DISPLACED WORKERS

SUPPLEMENTARY STATEMENT BY BENJAMIN GLASSBERG, SUPERINTENDENT,  
DEPARTMENT OF PUBLIC ASSISTANCE, MILWAUKEE COUNTY, WIS.

It has been assumed that workers who are unemployed because of the conversion of industry to wartime production should receive unemployment compensation until they have found other employment. It may be questioned whether this practice is sound. Unemployment insurance was set up as a means of easing the shock caused by the operation of the business cycle and thus maintain a certain level of consumer demand. It was never contemplated that it be used to meet the emergencies created by war conditions. It does not seem reasonable to deplete the reserves set up to meet unemployment needs created by peacetime conditions and to convert them to the needs of workers temporarily out of work because of the operation of the defense program.

It is interesting to note the announcement made on January 12, 1942, by Arthur B. Barber, senior examiner in charge of appeals for the Wisconsin Industrial Commission, that the Gillette Tire & Rubber Co. of Eau Claire contests the payment of unemployment benefits to 700 displaced workers because of the rubber shortage. He stated the company contended that payment of unemployment claims on its reserve for that purpose need not be made because the law declares an employee is not eligible to compensation if the unemployment is "due to act of God, fire or other catastrophe or acts by civil or military authorities directly affecting the place in which he was employed." The company's contention, Barber explained, is that the tire-rationing program constituted such an act.

This condition has not arisen in other States because the individual employers reserve plan has been adopted only in Wisconsin and one or two other States. Where the "State pool" plan operates, an employer does not have the same incentive for challenging such payments.

From the point of view of the displaced worker it does not seem reasonable to expect him to fall back on unemployment compensation. It should be remembered that all State laws require a waiting period of 2 or 3 weeks during which period the worker is not entitled to benefits. Furthermore payments are limited to a maximum of 50 percent of the weekly wage. During 1940 the average weekly benefit for total unemployment was less than \$10 in 30 States and less than \$8 in 12 States.

This results in a heavy burden being placed on a small group of workers who happen to be employed in certain industries that must cease operation because of war needs. The burden of the war should be distributed equally or in accordance

with ones ability to pay. The rubber worker who is suddenly deprived of a job must fall back on unemployment compensation which may not even meet the minimum needs of his family while other workers in essential industries are earning more than ever before. This condition ought to be righted. There should be a special appropriation made by Congress for the purpose of paying workers unemployed because of our war needs. They should be paid a substantial portion of their average weekly wage, possibly a minimum of 75 percent, while unemployed. The unemployment compensation machinery could be used for making payments to the workers. At the same time the displaced worker would have to undergo retraining to fit him for a job in a defense plant. In this manner, the worker would not have to rely on unemployment compensation or relief as is now the case.

### TESTIMONY OF PANEL OF STATE WELFARE DIRECTORS—Resumed

The CHAIRMAN. The first question is:

What are the main public welfare problems arising as the result of the rapid conversion of our economy to wartime needs?

We are interested in details on such developments as priorities unemployment and resulting dependency, acute shortages of community facilities and essential services, dependency resulting from military service and other forms of dependency related to the emergency.

Mr. HOEHLER. Mr. Chairman, I would suggest that Mr. Hodson give us a brief answer on that question, and then we will turn to Mr. Russell, of Pennsylvania, and ask Mr. Goudy, who comes from a Western State with some large rural areas, to close it with a statement.

The CHAIRMAN. All right, Mr. Hodson, will you say something on that subject?

#### WAR INTENSIFIES WELFARE PROBLEMS

Mr. HODSON. Mr. Chairman, I would say that the problems arising out of the wartime situation are, in one sense, merely the intensification of the normal problems which welfare departments have to face. It is the job of welfare departments to take care of people who are in trouble. That is sometimes a very complicated and a very extensive job. In wartime those human problems become more intense and more widespread, so that what the departments have to do is to extend their normal functions, and probably reorganize their job, so that they can meet these newer problems as they present themselves.

A welfare department administering a general relief program must be prepared to take care of all sorts of human needs.

When there is unemployment; when there is illness; when there is inability to work and labor; and when there are no family resources, the welfare department is called upon to provide assistance.

In other words, the general relief program, where it exists, is a kind of cushion for the care of persons who cannot otherwise be provided for.

Persons, for example, who are not eligible for unemployment insurance benefits, or persons who have exhausted their benefit rights, if they have no other resources, will have to be cared for through the departments of welfare.

It seems to me important to remember that despite the fact that there has been an increase in employment, and up to the present time a general decrease in the case loads of departments of welfare, we still have a very substantial relief problem.

In New York City, to be specific, a very large part of our relief load now consists of families where there is no employable member. They are the sick and the lame and the halt and the blind. They are families where the workers are either permanently or temporarily unable to work.

That is going to be the hard core of the job, and it is important that we shouldn't get the idea that, because there has been this general improvement in the employment situation, the relief problem is over, and that we need to do nothing more about it.

The CHAIRMAN. There is no question but what there is a widespread feeling throughout the country that there is no unemployment.

Last July we held hearings here and testimony was given that, at that time, there were approximately a million employable persons registered in either the State or the Federal employment agencies. But the feeling exists that there is no unemployment now.

Mr. SPARKMAN. Isn't it true that we have at all times some 3½ million unemployable?

Mr. HODSON. I think those are the figures.

#### RELIEF OF UNEMPLOYED AND UNEMPLOYABLES

Mr. SPARKMAN. And of course that burden is always on the relief organizations, regardless of employment and regardless of conditions?

Mr. HODSON. Well, I think it is important to remember, in that connection, Mr. Chairman, that it is not only this more-or-less permanent problem of families where there is no employable worker—and that is a very sizable problem in this country—but over and above that we have, and must be prepared to meet, a substantial problem of families where there is an employable member, but where that employable member is not employed.

For example, I was just looking at some figures provided by the New York State Department of Labor. They show that in December there were some 20,000 persons in New York City who had exhausted their benefit rights. Now, if all those 20,000 persons get jobs immediately, and if they have resources, they of course will not be applying for relief. On the other hand, if they don't get jobs—and many of them won't—and if they have no resources, those people will be applying, in considerable numbers, for public assistance. What we fail to remember, in this total picture, is that at no time do we ever have complete employment of all employable persons. We may have a general upward trend, but there will be eddies where the trend is downward. We think we are going to face that situation, with respect to the conversion of nonwar industries into war industries, to a very considerable extent.

While we haven't yet had enough experience to be dogmatic about it, and to say precisely what the figures are, we do anticipate that there will be a very considerable dislocation; there will be a very considerable number of persons who will have to be tidied over until such time as they are retained to engage in war industry.

Now, if you do not have a sound, adequate, and properly financed public assistance program for those people, it simply means that they won't be cared for. A sound public assistance program, so far as general relief is concerned, requires Federal reimbursement.

You now have Federal reimbursement for old age, and the blind, and aid to mothers of dependent children, but there is no Federal reimbursement for the largest problem of all, which is home relief.

If you look at the figures, you will find a much larger number of men, women, and children, under care of departments of public welfare on your home relief program, than you have in all the other programs combined. Yet the Federal Government assists the States and localities for these highly specialized programs, all of which we think is sound. But for the biggest problem of all, there is no Federal reimbursement.

The CHAIRMAN. Have you any suggestion to make as to how we should take care of unemployment insurance?

#### GRANTS-IN-AID FOR HOME RELIEF

How would you suggest that it be handled?

Mr. HODSON. I should like very much, Mr. Chairman, to see this committee recommend legislation which would provide for Federal grants-in-aid for home relief, in exactly the same way that you now provide these grants for the other special forms of public assistance.

The CHAIRMAN. That is the beginning. Now, would you have that on a variable basis? That is, some States are in a better financial condition than others, aren't they?

Mr. HODSON. You are asking me a very embarrassing question because I come from a State which, generally speaking, doesn't underrate itself, and yet recognizes the share of the tax bill that it has to pay.

However, there isn't any question in my mind but what the thing has got to be operated on a variable basis. If you are trying to establish a national minimum, then the States that can afford to must contribute to the States that can't. I think some kind of variable grants are inevitable if you are going to establish a Nation-wide program which will provide for an adequate minimum of care.

Mr. SPARKMAN. Don't you think that is true even with the categories that now exist?

Mr. HODSON. I think the principle is the same in both cases.

The CHAIRMAN. Your suggestion is in line with our general recommendation already filed in our report, but no specific legislation has been introduced as yet.

We came to that conclusion unanimously. Of course, the employables you are speaking about, that you think should be taken care of partly by the Government and partly by the State are in most cases heads of families, aren't they?

Mr. HODSON. That is right.

The CHAIRMAN. What about defense in-migration into your State? Has it been increased or decreased as a result of this war program?

Mr. HODSON. I suppose New York City has relatively less war industry than most parts of the country.

We are not essentially a heavy-industry town; we are essentially a consumer industry town, so that, in all probability, we haven't had as much in-migration as other parts of the country have had. Perhaps some of the other members of this panel would have a different story to tell.

We don't have a large problem of migration, except that we do have a considerable number of Negroes who are coming to New York.

The CHAIRMAN. What about Puerto Ricans?

Mr. HODSON. And Puerto Ricans.

The CHAIRMAN. I think the testimony that we received in New York City July 19, 1940, showed that there were about a hundred thousand Puerto Ricans in the city of New York.<sup>1</sup>

Mr. HODSON. I think that figure is approximately correct.

The CHAIRMAN. Mr. Russell, would you care to comment on this problem?

#### GENERAL RELIEF

Mr. RUSSELL. Mr. Chairman, speaking for Pennsylvania, I would like to express agreement with the general statements that Mr. Hodson has made in reference to New York. I also agree with him in regard to the general public assistance program. I would like to emphasize my conviction that the most important factor of the public assistance program is a general assistance program as an underpinning for everything else that we have in that field. Regardless of the special provisions or special programs for particular groups of people, there are always persons that fall between the slats of these special programs, and who can't be taken care of unless there exists this basic program, which can meet the needs resulting from any kind of unemployment or disability—or just plain lack of income.

As to the specific problems that I see ahead, particularly those related to the particular situation, we are considerably concerned with priority unemployment. That however is just a term, so far, in Pennsylvania. Special programs, such as unemployment compensation, have, to date, absorbed the dislocation that has taken place. That is no guaranty at all that it can satisfactorily continue to absorb unemployment due to dislocations and conversions.

The general assistance program is likely to have burdens placed on it far beyond its ability to handle them unless the Federal grants-in-aid suggestion becomes effective.

A sudden increase in unemployment and applications for general assistance could use up, overnight almost, the resources at the disposal of the State. We are expected, because of the nature of the program, to meet that sort of a situation, and yet we could be very easily placed in a position where the funds would run out and there would just be no basis for carrying out our full responsibilities.

#### LOSS OF GASOLINE TAX REVENUES ANTICIPATED

In this connection, the war situation has already affected the State income. There is a prospect, in Pennsylvania, that the income from gasoline taxes, for example, which are an important part in the financial support of the assistance programs, will be cut by about 40 percent.

The CHAIRMAN. Do you know, Mr. Russell, the approximate amount, in normal times, of gas tax income in the State of Pennsylvania?

Mr. RUSSELL. I can't quote that amount offhand.

<sup>1</sup> See New York hearings, pt. 1, pp. 116-132, and 203-217.

The CHAIRMAN. Very large, though, isn't it?

Mr. RUSSELL. It is a substantial sum. The Federal share in supporting the general public assistance program; the sharing and caring for the needs of the unemployed, offers, to my mind, another hazard.

In Pennsylvania there are now about 100,000 unemployed receiving either W. P. A., or State assistance. The question of what happens to W. P. A. is, just as it has always been, a disturbing factor to the State. It is impossible to make plans; it is impossible to look ahead, as far as working out a State budget is concerned, because there is no surety as to whether the proportionate share between the Federal and the State governments is to be maintained over a particular length of time. It is not a new problem but it is a complicating problem for the future.

I think I would add this: That the State would readily assume whatever additional burden might come because of a reduction of the W. P. A. program, if it were able to operate on a sharing basis, such as has been described by Mr. Hodson.

I think that is all, except for the general problem of rising living costs, which is, perhaps, more important for the persons who are receiving assistance than for the general population. In other words, grants are fixed, and inadequate at best, and the plight of the persons who are required to live on the assistance level is becoming increasingly difficult.

All these things add up to make the outlook for public assistance rather dubious, as far as fulfilling its basic responsibility of meeting needs decently.

#### DEFENSE IN-MIGRATION IN PHILADELPHIA

The CHAIRMAN. Mr. Russell, what about your in-migration into Pennsylvania as a result of this war program? Has it increased?

Mr. RUSSELL. It has, very definitely; chiefly in Philadelphia and Pittsburgh.

The shipyards in Philadelphia have attracted a great many people from outside the State, and Pittsburgh industries have brought in persons from nearby States. There has been no effect of that on the relief rolls particularly, although it has complicated the housing situation.

The CHAIRMAN. Why does it have no effect on the relief rolls?

Mr. RUSSELL. Largely because the people that have come in have obtained jobs.

Mr. ARNOLD. Mr. Russell, I would like to know if any dependency has resulted from military service. I assume that wouldn't be true with respect to the draft, but perhaps in volunteering for military service it has caused an increase?

Mr. RUSSELL. It hasn't been an appreciable factor as yet, although that very definitely will become a problem. The reason that it is not an important problem in Pennsylvania so far is that there has apparently been a very careful handling of the deferment problem. As soon as family persons are drafted in large numbers that will be a very definite and major problem, to which I might add my opinion that the need arising from that source seems to me peculiarly one which should be supported by Federal funds rather than State.

Mr. ARNOLD. The in-migration has caused higher rents in Philadelphia and Pittsburgh. Does that affect your relief payments?



Mr. RUSSELL. It does. It reaches us, of course, through the problem of the rising costs; the problem of whether we can keep our grants in line with the rising costs.

Unfortunately, in Pennsylvania, though we have, compared to other States, a high standard of assistance grants, the rent item has always been the most inadequate one in the budget. That has been emphasized now to the extent that our maximum grant is less than 50 percent of the commercial rents, which are asked of relief families.

Mr. HOEHLER. Mr. Goudy of Oregon will next comment, Mr. Chairman.

Mr. GOUDY. Mr. Chairman, in any transition period discussed here we would recognize that there are certain benefits, and that there are certain liabilities also, incurred in a public welfare program.

#### BURDEN ON GENERAL ASSISTANCE PROGRAM

The increased employment, particularly in defense industries, in the State of Oregon has materially reduced one phase of the program—general assistance. The social-security categories have, it is true, continued to increase a relatively small amount; but I would like to point out, in respect to Mr. Hodson's and Mr. Russell's statements, the importance of that general assistance program, when you take the public welfare program as a whole.

The three social-security categories are definitely limited by the law under which they operate, limited as to age and limited as to types of care. The result is that, in States operating with general assistance programs, that program has to take up and bear the full burden of the responsibilities that are thrust upon the welfare program in this transition period. And, though the relief rolls have been reduced somewhat, because of reduced unemployment, there are other factors which more than offset this.

Most of these have been mentioned: The increased cost of housing; the general increase in the cost of living.

There are other questions which arise: Particularly the care of certain groups who are left dependent because of the war situation, certain groups such as the Japanese in the State of Oregon, certain civilian workers' families in places that are directly affected by the war. Many of these problems may not be large in themselves. But taken in the aggregate they assume very real proportions for a general assistance program in the State.

#### RECAPITULATION OF SPECIFIC PROBLEMS

Mr. HOEHLER. Mr. Chairman, may I briefly recapitulate and stipulate some problems that are general?

You have heard statements from three of our large States: Pennsylvania, Oregon, and New York. Mr. Hodson represents the city of New York and is speaking pretty largely of what is happening throughout that area.

I visited a number of States in the last few months, and I find the problems are these: Those arising from the dislocations in industry, in which frequently the worker uses all of his resources to pay for transportation and to pay the cost of moving his family. When he comes to a community, he is without resources. While he may have a

job, somebody has to extend credit or assistance to him so that he and his family may live during the period while he is waiting for his first pay envelope.

Then there is the problem of what we call defense unemployment; that which is related to priorities, material shortages, and to consumer-goods curtailment. Many people throughout the Nation become unemployed on this account. In some areas the groups are small, and in some areas—such as Detroit at the moment—the groups are very large. Cumulatively, it becomes a big problem for welfare care.

Later on we may hear from some of these people about the inadequacy of compensation benefits.

The third problem is that which relates to dependency due to military service. It is not serious at the moment, but potentially it is a grave problem. And even though we don't think of dependency due to military service as a matter that has great economic significance, at the moment it has great social significance, because of problems which arise in families when either the breadwinner, or perhaps the oldest son—an important factor in the family—is away.

As a fourth item, I would like to mention the problems which arise where there has been a sudden rapid increment in population, and where that growth has been way out of proportion to what the town or community might normally be expected to absorb.

Many of those communities lack facilities in education, in welfare services, in health. That lack of services and lack of facilities has meant that frequently the welfare departments and other public departments related to welfare have been asked to carry additional burdens.

#### EMERGENCY FUND FOR WAR DISASTERS

Another item is something which hasn't hit us at the moment, but is imminent and may happen in some of our cities at any time: That is the need for some emergency fund to meet problems which result from enemy attacks, sabotage, or serious dislocation, in which the cities, the counties, and the States can't be asked to accept responsibility, because frequently the financial responsibility would be so great as to make it a problem for Federal action. When losses are due to enemy attack, the problem should be cared for without the necessity of establishing need.

Another item is the increased cost of living, which has affected the budgets of the individual relief families. Very few States have increased their appropriations, and it is a serious problem, trying to make a pre-war budget for a relief family meet the increased war costs of living.

An item which hasn't been mentioned, and which we may neglect unless it is called to our attention, is the service program. Take, for instance, the services to children. I was in California and saw several large housing projects around which hundreds of children were playing, without supervision, without direction, and no place to go if sudden storms came up. I was told that some of the homes were closed; the mothers were away working.

The commanding officer of one of the units said to me with a great deal of concern: "There are the Dillingers and the prostitutes of tomorrow, because this community is not providing the kind of leadership which is needed to keep those children out of trouble." And

they were not all small children. Many of them were in their teens, subject to all sorts of possibilities in the way of community and social problems.

Then there is the additional problem which is confronting welfare departments: Additional services which they are asked to give, particularly to help the selective service boards in determining dependency, and other related services.

The welfare departments of the country are delighted to have this responsibility placed upon them, because they feel that they can contribute that service to defense; but while they are doing it they are using up rather limited administrative funds within the State and the community, which haven't been supplemented by any funds from the Federal Government or from other sources. They have taken on an additional responsibility in administration and services, without additional funds, which means somebody in the State suffers. Either someone who needs assistance or relief can't get it because funds are being used for administration, or administration machinery has to be clogged for this additional service.

Mr. CURTIS. Are the funds used for social welfare purposes derived from gasoline taxes in very many of the States?

Mr. HOEHLER. May I pass that question on to one of our State administrators?

Mr. Russell, will you answer that question?

#### USE OF GASOLINE TAX FOR RELIEF

Mr. RUSSELL. Specifically, our funds are appropriated out of the general funds of the State. But the gasoline taxes over the past few years have been established for the sole purpose of providing money for the relief program. The automobile license taxes in Pennsylvania go to the highway department. Gasoline, however, is, in general, for public assistance.

Mr. CURTIS. There has been no estimate made yet, I suppose, of how those funds are going to suffer by reason of automobile curtailment and the rubber situation?

Mr. RUSSELL. The figure that I mentioned was an estimated 40 percent decline. I don't know how valid that is at this point; that was an estimate.

Mr. LYONS. In the State of Illinois, it has been estimated that the reduction in the sales tax will be about 10 million dollars due to the reduced sale of automobiles, tires, and so forth.

Mr. SPARKMAN. Do any of the rest of the States use gasoline taxes? Alabama does not.

Miss DUNN. Alabama does not. The counties, however, contribute very largely to our public welfare fund, and they use the gasoline taxes to feed their general fund. It is already anticipated, therefore, that there will be an effect on public welfare, even though it is indirect.

Mr. GOUDY. There are no gasoline taxes in the State of Oregon used for public welfare purposes.

Mr. HODSON. New York has a gasoline tax.

Mr. HOEHLER. May I say, Mr. Chairman, in introducing Miss Dunn, that the State of Alabama has done quite a remarkable job in bringing in all of the county directors of welfare from time to time, where they are concerned particularly with these new developments

in the State—and there are a great many. The record of those meetings which had been passed on to Washington and to the various agencies here, and distributed to other communities around the country, has been very helpful in indicating problems which have arisen in Alabama and are potential problems in other communities.

The CHAIRMAN. We have been receiving those.

#### WELFARE PROBLEMS IN ALABAMA

Miss DUNN. We in Alabama would like very much to see the variable grant formula applied, not only in securing Federal participation in general relief, but also to our existing public assistance categories.

On the question of the effect of the defense program on the public welfare caseloads, I think we have seen some very specific evidence. Our State has had a larger percentage of voluntary enlistments, prior to the declaration of war, than the Nation as a whole.

As a result of that—and because many of these voluntary enlistments are directly related to the need for employment—we are getting an increase in applications for relief to the families of these voluntary enlistees. I think it points up a very real question for all of us, and one I hope this committee will consider.

The question of rising cost of living is a serious one with us, because we have never provided adequately for those people who are on our relief rolls.

We made a survey recently and found that the purchasing power of the relief dollar in the last year had decreased 28 cents, which is a lot of money to people who are limited in their relief budgets. It appears, too, that this purchasing power is continuing to decline very rapidly now.

Our State has also had a good deal of in-migration. Mr. Sparkman's city of Huntsville is now a Mecca for migrants. The fact that we have had an inadequate general relief program and inadequate housing facilities is one of the best evidences that the needs of the people already receiving public aid are being increased by pressure of the new families coming into the State. It is difficult for us to know how to spread the relief dollar, with its value being less, and with the applications for aid in certain areas being more than offset by new applications from low-income people affected by skyrocketing living costs.

The CHAIRMAN. Tell us about Wisconsin, Mr. Glassberg.

#### WISCONSIN UNEMPLOYMENT INSURANCE SYSTEM

Mr. GLASSBERG. Mr. Chairman, Wisconsin has a dependency problem, as have all other States.

As a result of the shut-down of automobile plants and rubber plants we will probably be made to feel the effects of that much more than other States, because our unemployment insurance system is unlike that of 45 of the other States. We have an individual employer's reserve system.

Only 3 days ago the Gillette Rubber Co. challenged the eligibility of persons who are displaced in the automobile plants and rubber plants for unemployment compensation, because the State law pro-

vides that no worker will be eligible if his plant is shut down because of an act of God or because of the action of a civil or military official directly affecting his place of employment.

The Gillette Rubber Co. definitely challenges the right of displaced workers to receive unemployment compensation.

If that challenge is upheld—and the law would seem to indicate that there is justice in their contention—then the unemployed will have to be cared for through general relief.

So this problem which, in some States, can be handled in part through unemployment compensation will, in Wisconsin, become a purely general relief problem.

I might say that it seems to me there is some reason to feel that unemployment compensation reserves should not be used to provide displaced workers with a livelihood during that period of unemployment. Fundamentally, unemployment compensation reserves were set up, presumably, to meet the needs of peacetime unemployment. Why should these reserves be depleted to meet a military or national defense emergency?

Furthermore, it seems to me that it is unfair to the workers in these plants to single them out to bear a burden which the rest of the population does not bear.

The man who happens to be working in a rubber plant is suddenly left without a job. The man working in an essential industry is earning more than he ever earned before. There is no equalization in the distribution of the war burden, in my opinion.

Furthermore, you must not forget that all State laws, including Wisconsin's, provide for a waiting period of 2 or 3 weeks.

During this period there is no compensation.

Secondly, the maximum amount which a worker can get in my State is \$17 a week; that may be far less than his relief budget, if he were receiving relief.

In carrying out the suggestion made the other day by Mayor LaGuardia—that there be a special Federal appropriation to provide cash to displaced workers—I think that the average weekly wage of a worker should be used as a basis for determining the amount he should receive, and that the amount should be approximately 75 percent of that average.

In brief, I do not feel that a person who happens to be hit in these consumer goods industries should be called upon to bear a burden which is not spread over the total population.

The CHAIRMAN. Mr. Lyons?

Mr. LYONS. For the sake of brevity, I would just like to give a few rather pointed statements on what is happening in the Chicago area.

#### REDUCTION IN RELIEF IN CHICAGO AREA

We have found that in the Chicago area, as a direct result of the defense program, we have experienced a very marked reduction in the relief problem, from October 1940 to October 1941, that reduction representing about 35 percent.

We are finding that of the persons remaining on relief rolls, classed as employable, many are not acceptable to employers. They are made up, for the most part, of Negro men, and Negro and white

women, and of persons who are less skillful than the older group of persons.

The State employment service reports that, from October through December, there were approximately 8,000 persons in the State who lost private employment because of priorities. It is also indicated that approximately two-thirds of these were immediately absorbed and were not required, or did not find it necessary, to apply for benefits. The balance of the group, of course, shifted off into other types of employment.

The Division of Unemployment Compensation of the Department of Labor reports that in December 1941 there was an increase of only 6 percent over December 1940 in persons making claims and receiving initial payments. The public assistance load in that period increased by only 3.3 percent. In the first 9 days of January 37.4 percent of all the persons applying for assistance did so because they had lost private employment.

The department of employment service reports that an increased number of registrants are persons previously engaged in automobile and tire sales work. Up to this point the Chicago Relief Administration has not felt the effects of the rationing program with reference to these types of trades.

The picture in Chicago, with its diversified industries, is still good, insofar as relief is concerned. The trend for the past 16 months has been downward, and it is indicated that that trend will continue.

It is our belief, however, that, with further restrictions on clothing, radios, novelties, and other civilian industries, there is a likelihood of a reversal, at least a leveling off, of this trend in persons who find it necessary to apply for benefits.

Mr. ARNOLD. Has any dependency resulted from the military service, either from volunteers or the draft?

Mr. LYONS. The Chicago Relief Administration has assigned four of its staff to the Selective Service Board to determine in a 90-day period the extent to which that board may or may not be affecting the relief situation. When the period of 90 days expires we will know what the problem is.

#### RED CROSS DISASTER SERVICE

Mr. SPARKMAN. Mr. Hoehler, I would like to ask you a question bearing upon something you said a few minutes ago as to increased needs for welfare in various localities. It seems to me that some of those things you mentioned are being taken care of by the Red Cross, and organizations of that type. Are those things that you mentioned usually the functions of the welfare department? I have in mind, for instance, disaster work. You spoke of the problems arising if something should hit, or if there should be sabotage. I was under the impression that such work was usually handled by the Red Cross rather than the Public Welfare Department.

Mr. HOEHLER. I would like to say just this, Mr. Congressman: The basic responsibility for assistance to people in need, whether it is need because of unemployment, disability, sickness, or disaster, is the Government's responsibility.

The Red Cross has been doing, for years, the job of handling disasters, and can continue to do it, but \$50,000,000 or \$100,000,000 may not meet problems arising from enemy attack, and problems arising from sabotage.

Basically, again, that is a national responsibility. So far as the Red Cross can continue to meet that responsibility I think it should meet it. So far as the Red Cross can continue to meet problems of dependency which arise in soldiers' families, I think it should meet them. But, should that problem become a big problem, it is no longer a responsibility of a charity organization, whether it be public or private: It becomes the responsibility of the Government to provide wage adjustments for allotments. Now, those are the two areas in which the Red Cross has been active.

MR. SPARKMAN. What I had in mind with reference to the dependents of soldiers and sailors is a plan that was used during the last war, of making allotments.

MR. HOEHLER. That is right.

THE CHAIRMAN. Don't you believe that some such legislation as that should be worked out for this war?

#### BENEFITS FOR DEPENDENTS OF MEN IN THE ARMED SERVICES

MR. HOEHLER. I do. However, I think we ought to move up to the present-day type of thinking in allotments and allowances.

We benefited—those of us who were in the Service and had dependents—because of compulsory allotments and allowances during the last war.

During this war, while we have engaged in a procedure which kept most men with dependents out of the service, they are bound to come in eventually. If they don't come in through selective service or enlistments, they will acquire dependents over a period of several years. Then, I think, the Government should set up a system of allotments and allowances—allotments which may be only token allotments.

We have got to recognize that the men in the service who are getting \$30 a month, or, if they are getting \$40 a month, are inadequately paid and can't assume responsibility for dependents. That token allowance should be matched by an adequate allowance for dependents not only to care for the wife who is a dependent, but an allowance for children.

Very frequently the parent is just as dependent on the son in the military forces as the wife and children would be. There should be provision for caring for mothers and fathers. There might be other dependents, in which there is a very real responsibility on the part of the soldier, and for those dependents I think there should be some method of establishing their relation to him and his responsibility for them.

#### METHOD OF PAYMENT

That, too, is a responsibility of Government for the men in service. It should be given as a matter of right rather than by determining need and putting it on a charity basis. If you do that I am of the firm conviction that you will have a better army, you will have better morale, both in the Army and outside of it; people in the fighting forces can feel that the Government is making some provision for those whom they left back home, and who may be dependent upon them.

MR. SPARKMAN. Instead of having just an arbitrary allotment, you would work it out on a more or less flexible basis, by using the facilities of the Welfare Department to determine the degree of need?

MR. HOEHLER. I would use the facilities, Mr. Congressman, of the Federal Security Agency, rather than the Welfare Department. The welfare departments around the country are State and local departments, and these people here would be the first to admit that they are spotty in their organization, so far as effectiveness of service and funds for providing administration may be concerned.

The Federal Security Agency or the Social Security Board could determine whether, in certain States, the best instrument which they could use for determining eligibility for this kind of aid would be the Welfare Department, the Office of Unemployment Compensation office, or the Office of Old Age and Survivor Insurance. They have agencies in all the States, competent and able to do this job.

MR. SPARKMAN. You would make it flexible so far as amounts are concerned?

MR. HOEHLER. Absolutely.

MR. SPARKMAN. Rather than rigid or arbitrary?

MR. HOEHLER. I would make it flexible, depending on the number of individuals who are dependents of the man in the service.

MR. SPARKMAN. What about the need?

MR. HOEHLER. I don't think you can establish need and be fair to the men in the service. I think you have got to set down a basic sum, which would constitute the allowance for the wife, and an additional allowance for each child, and avoid the necessity of investigating need, particularly in those immediate dependents.

#### CHILD-WELFARE PROBLEMS

MR. SPARKMAN. Do the welfare departments at present have any means for handling the problem of children in congested areas?

MR. HOEHLER. They have the machinery, but it needs supplementation.

I would like, if you will permit, to pass that question to those who must handle the child-welfare problems and the protection of the children in the communities.

MR. SPARKMAN. I will be glad to. I want to make this distinction. Of course I realize that there are child-welfare departments, but my idea has always been that they are more for seeing that the benefits going to dependent children were properly administered, rather than seeing that they were taken care of during the daytime, or on playgrounds, or through various activities such as you had in mind.

MR. HOEHLER. The problem which I mentioned is the problem which combines health and welfare assistance, and in some cases public health, housing, and other community facilities that might be provided for those children. Miss Dunn was a child-welfare worker before she became a commissioner of public welfare.

MR. SPARKMAN. A very fine one, too.

MR. HOEHLER. She can tell you something about the child-welfare program.

The CHAIRMAN. Congressman Arnold's next question, I believe will cover that. We might start off with Congressman Arnold.

MR. ARNOLD. Well, this next question has been answered in part. I thought it might be good for the record, after I propound this question, if Mr. Lyons would detail the struggle Illinois has had to obtain funds for relief. He and I have fought these battles together.



## RELIEF PROBLEMS IN ILLINOIS

I was in the Illinois Legislature, and we had most of the relief load in the larger counties such as Cook, comprising half of the population of the State. The private funds of Julius Rosenwald and others have diminished rapidly in trying to take care of the problem. We have, therefore, had to mortgage the gasoline fund two different times; we passed a sales tax of 1 percent for relief; and have tried various other methods to obtain funds for relief.

I believe it would be well to have a preliminary statement, prior to this question, about what the Federal Government should do.

The question is: What specific recommendations have you for Federal action in the public field at the present time?

It might be helpful if I stated a few of the proposals now being examined by this committee:

First, public assistance, including provision for general relief to residents and nonresidents alike to be extended to the States on a basis of variable grants.

Second, the adoption of uniform settlement laws or abolition of settlement laws.

Third, Federal allowances to meet dependency and other problems of need arising out of the emergency.

Are you in a position, Mr. Lyons, to tell what struggles a State like Illinois had in the past 11 or 12 years?

Mr. LYONS. I would be very glad to summarize the very fine work, that the Congressman was a leader in, in endeavoring to get adequate funds by adequate legislation in the State of Illinois, to set up a well-organized, well-rounded, well-administered program.

Going back just 10 years ago, we did, as was pointed out, mortgage the gas tax, with a 28-million-dollar bond issue, then a 30-million-dollar bond issue; and then getting into Federal grants, we went through that entire program consistently recommending, as Federal legislation came into the picture, that full Federal benefits be used.

It was, I think, in 1936 that the old-age assistance program became operative in Illinois.

We have gone through that terrific problem and through the establishment of, first, a sales tax, removing the property tax for a short period; then the 3 percent sales tax, which has again reverted back to 2 percent. We have gone through all the growing pains of financing, in an endeavor to adequately meet the problem.

## FOURTH CATEGORY OF RELIEF

Now, to say what is needed, it appears very definitely that there should be a fourth category set up to care for persons on direct relief.

Those persons, for the most part, are not employable; are not acceptable for employment. I think there is a very definite distinction there.

I think there should be provision—proper legislation—to set up a method of grants, and certainly a program of rather uniform administration of care for all persons in need, regardless of race, color, creed, or of their residence, because of this great fluctuation and changing of population which we are now having.

I don't know whether that covers the thing that you intended, Congressman, or not, but it is a rather sketchy review of that experience.

Mr. ARNOLD. That covers it pretty well. You have touched on the abolition of settlement laws, or the adoption of uniform settlement laws, and the other matters covered by the committee.

Now, Mr. Hoehler, the question is: What specific recommendations have you for Federal action in the public field at the present time?

Mr. HOEHLER. Congressman, I think you will find that some of the formal papers submitted by members of the panel carry recommendations.

Mr. ARNOLD. They have all been included in the record.

Mr. HOEHLER. I would like to ask Mr. Goudy to give us some impressions which he has, not only on the matter of settlement laws, but the matter of what kind of Federal program should be inaugurated in order to meet the needs which he sees on the west coast. And, if you will, Mr. Goudy, speak a little bit on the problem of the alien. I hope you may not have the problem of discrimination in employment which was indicated partly by Mr. Lyons' statement: to the effect that so many Negroes are on relief rolls and don't get into employment.

Will you speak on that subject, please?

Mr. GOUDY. Mr. Chairman, on the first point, with respect to the fourth category, I think the three Pacific Coast States have certainly had their share of movement of people from the other parts of the country.

We feel that, in establishment of the fourth category, there should be no distinction made between the care of a resident and a nonresident person. I think those of us in the administration of the public welfare field in Oregon would go further than the question of the uniformity of that, but provide that there be no distinction made in the care of the two. We should have a law that would be broadly flexible, permitting the handling of cases on an individual basis, whether they be residents or nonresidents. Certainly, with the problems that are arising now, it becomes very much more important that there be provision made for proper and adequate care in the fourth category.

The question was raised by the Congressman here, and Mr. Hoehler, as to other agencies providing care in this emergency period. Allow me to cite a specific case:

#### AID TO DEPENDENTS OF CIVILIANS IN WAR ZONE

From one county in Oregon there were some 200 men working on Wake, Guam, and other Pacific islands. Many of those men had families in the county they left; 70 of those men have left families who probably will become the responsibility of the public-welfare administration in that county. Whether they are dead or interned, or what has happened, is unknown, but the load falls on one Oregon county. That county, of course, has been harder hit than others.

Now, there is no other agency, so far as we know, that provides care for those families. They were civilian workers.

Mr. SPARKMAN. May I interject there? The Government plans to continue the pay, I understand, of those who are living.

Mr. GOUDY. So far we have not been able to get information whether that is true or not.

Mr. CURTIS. Were they employed by a private contractor or by the Government?

Mr. GOUDY. So far as we know most of those men were employed by private contractors, although that is not certain.

Mr. CURTIS. Do workmen's compensation requirements extend to the island of Wake?

Mr. GOUDY. I don't know the answer to that question, sir.

Mr. CURTIS. Was the contract for their employment made in your State?

Mr. GOUDY. I can't answer that, specifically, because there are probably several of them.

Mr. CURTIS. The chances are they had a job before they went to the island of Wake.

Mr. GOUDY. No. As a matter of fact, the report we have indicates that at least some of those men were on W. P. A.

Mr. CURTIS. Perhaps I didn't make my question clear. They had the assurance that they would have a job on the islands before they left their home, did they not?

Mr. GOUDY. That is my understanding, but the fact remains that there are some 200 of those men. Some 70 of them left families, and to this time we have been unable to determine where they will receive assistance, except as the contractor may carry them for a period of time, which may be done.

We have made inquiry, but we have no answer. The problem is immediate. We will provide for those families on general assistance.

Mr. SPARKMAN. The statement was made one day this week, I believe, that, for those still living, the Government would continue those payments, and that those payments would be issued out of Honolulu; therefore there would be a little time.

Mr. GOUDY. Are these payments for civilian employees on private contract?

Mr. SPARKMAN. Yes, the civilian employees on private contract, who are still living.

The pay checks of those who are known to be dead would be made up to the time of their death, and then would stop.

Mr. GOUDY. The only point I would like to make here is that, when that problem arises in that county, those checks were due to those families on December 15. They were not received on December 15. Those families are dependent. Some agency had to meet that problem, had to meet it at that time, and there was, so far as I know, no agency except the public welfare agency which was in a position to meet that problem. Now, with respect to the other question Mr. Hoehler raises, with respect to discrimination:

Many of these problems are just beginning to show. What they may amount to is still problematical, but there are questions that they raise as to certain groups.

For instance, the Japanese group: Shortly before I left the city of Portland, I received a letter from the Japanese committee, asking a meeting with our office, to determine what will be done for Japanese citizens, and some aliens who are now dependent because of the war situation. How many there may be is unknown at this time, but obviously there will be a rather substantial number.

The CHAIRMAN. What is the Japanese population of Oregon?

Mr. GOUDY. I don't know the exact number, but if my memory serves me, it is approximately 4,000. The problem undoubtedly would be a problem both in the State of Washington and the State of California.

The CHAIRMAN. Does anyone else care to be heard on this matter?

#### COST OF GENERAL ASSISTANCE PROGRAM

Mr. RUSSELL. Mr. Chairman, might I say one word? It is probably no unusual experience for you to have State officials coming to Washington with their hand out for Federal money, and I would like to emphasize this point in relation to my own particular State: That regardless, there, of administration, we have had an uninterrupted and sound but expensive assistance program throughout the last 8 years. The cost of that program has reached very close to 50 percent of the State budget.

I come to the same conclusion that everyone else here on this panel comes to, in reference to any specific problem that is described—that we need Federal sharing on general public assistance.

I would like to emphasize the point that Pennsylvania intends to do no less in the future, and their desire to have a sharing of the responsibility, in the basic problem of general assistance, is a desire to do more than they have done to date, and to be put in a position where they can really provide that basic underpinning for all the people, regardless of whether they belong to specific groups or not.

Mr. HOBSON. Mr. Chairman; may I make a comment with respect to what may be expected of departments of welfare, and other local authorities, in the event of enemy action on these shores?

I have no doubt that your committee is quite familiar with the fact that in Great Britain they made fairly adequate provision, in the beginning, for persons who were injured. Their hospital care was well organized. By and large they had prepared pretty well against property damage. But what surprised them most of all was that the chief need was to take care of people who were suddenly dislocated from all the normal patterns to which they had been accustomed. They were out of their houses; they couldn't find their relatives; they needed information; they needed a small allowance to provide for the immediate necessities. And all that group of ordinary, human services, strangely enough, the British, in the beginning, had not prepared for.

The CHAIRMAN. May I interrupt you there to say that we will have, as a witness this morning, Mr. Malcolm MacDonald, British High Commissioner of Canada, and we intend to go into that, which is very important.

Mr. HOBSON. Now, the point that I wanted to make, with respect to departments of welfare, was that it seems to me that what we have got to expect is that wherever you have, in the localities, a department of government which has the skill and the experience and the staff to do these particular jobs that are necessary for people, that machinery should be used to the fullest extent.

Obviously, it ought to be done in close cooperation with the Red Cross, but the total of all that can be done by the Red Cross and by the departments of welfare, and by the other local authorities, won't be too much.

I think it is important that, as this thing develops, and as enemy action comes, if it does, the departments of welfare must be prepared to provide those services for human beings who are in trouble, under those circumstances, that they would provide under normal peacetime conditions.

Mr. SPARKMAN. Mr. Chairman, I am still asking that question about the child welfare. I haven't heard that question answered yet.

Mr. HOEHLER. I would like to refer it, as I suggested, to Miss Dunn, who has had that experience.

#### CHILD WELFARE SERVICE

Miss DUNN. Mr. Congressman, I think too many people are inclined to think of child welfare as being confined to the aid to dependent children program, and, therefore, to the actual giving of relief.

Equally important are the child welfare services incorporated into most of our public acts as a part of the total public welfare program.

At this point, I would like to observe that in one of our defense areas in Alabama we have been impressed with the fact that juvenile delinquency has increased by 500 percent. The cases had to do, in many instances, with the seeking of employment by under-age groups, and with young girls presenting social-protection problems. All too frequently these young people came out of the nearby rural areas, where there was insufficient economic aid, directly traceable, I think, to inadequate relief.

It is through a provision of the Federal Security Act, which is administered by the Children's Bureau, that we do have child welfare services. I think these services should be extended to improve existing facilities in meeting the needs of children. Now they are largely on a demonstration basis.

I have been impressed with how easy it is to look toward setting up a new program to meet some of these problems. I am fully convinced that, if we strengthen some of our protective services for children; which are now already in existence, and extend them, we shall prevent a great many of our social, and perhaps some of our economic, disasters.

Mr. CURTIS. I think it is perfectly obvious that certain types of need have increased, because of the defense and the war situation, but have you found that certain other needs have become lessened? Has the defense employment affected your relief lines?

Mr. HOEHLER. Mr. Hodson, will you answer that question, please?

Mr. HODSON. Speaking for New York, Mr. Chairman, the situation roughly is this:

#### DECLINE IN RELIEF ROLLS

Up to within a month ago, the total decline in relief rolls—I am speaking not only of home relief but of W. P. A. as well—the total decline from the peak of October 1935 to October of 1941 was about 56 percent. That was in numbers cared for, and about 59 percent in terms of expenditures.

Of course, that decline has been accelerated in the last year because of the great increase in employment due to defense industries, and

while we don't have so many defense industries in New York, we have nevertheless gotten the secondary results of defense employment.

Now, the point that I want very much to emphasize here, however, is that, first of all, we are getting, down in New York, as I suspect we are in other places, to the hard core that I spoke of a little while ago—to the families that have no employable member but must receive public assistance because there is nobody to take a job.

That is number one.

The relief problem is not solved. We have a very substantial problem and will continue to have a substantial problem for an indefinite period in the future, with respect to these families that need care, because there is no workman in the family, or no workman who is presently able to work.

The other thing is that we are beginning to see, in New York, an increase in the relief problem. Our applications are beginning to go up.

The unemployment insurance benefit claims are increasing, so that we anticipate, by reason of these dislocations, priorities, and the shift-over from nonwar to war industries, that we shall have an increasing problem, even affecting those families that have an employable member. Therefore, we are looking forward, at least for the immediate future, to some increase in our problem.

We are convinced that for the future there will be no decline in the relief problem such as there has been up to this point, because of that large group of persons and families in which there is no employable member.

Now, that leads me to say this, Mr. Congressman, that it seems very important—and I assume that it is within the jurisdiction of this committee's interest—that our unemployment insurance program should be widely extended. In other words, if we provided unemployment insurance for all employable persons, we would reduce the number of applicants for relief.

#### SUPPLEMENTING UNEMPLOYMENT INSURANCE BENEFITS

It is important to extend that coverage. We have the anomaly now of persons who receive unemployment insurance benefits which are not adequate to provide for the family and must be supplemented by relief allowances. I would say that, in New York, there are several thousands of cases of that type.

Unemployment insurance benefit is fixed by the tenure and by the wage. Now, the worker may have a family of 3, or he may have a family of 10. In either case he gets the same benefit. If he has a family of 10 the benefit is wholly inadequate, and it is frequently necessary for him to ask for supplementation from the relief authorities.

It seems to me that the unemployment compensation system should be modified so as to weight the benefits in favor of the low-paid workers, to weight them still further in terms of the number of dependents, to reduce the waiting period, and to extend the length of coverage.

If that were done, it would reduce to a very considerable degree the number of persons who would have to apply for relief. If the duration of coverage were extended, it would afford the disemployed worker an opportunity to make the necessary adjustment, and to find another job. That is particularly necessary in view of the disloca-

tions that are going to result from the conversion of nonwar to war industries.

The time to modify and extend unemployment insurance coverage isn't next month or 6 months from now: it is now.

I think that, by so doing, we can reduce the extent of expenditures that will be necessary for public assistance.

Mr. CURTIS. The added burdens of the last 18 months that have been placed upon the Federal Government are tremendous. Our Government bears these burdens not only for our own country but for many countries, in providing food, lease-lend, and so forth. The talk of a year or two ago of the ability of the Federal, local, and State governments to provide these things just hasn't any foundation now.

While I hope my patriotism isn't challenged, I suggest that the Federal Government might reach a breaking point in the midst of the war, and, if there had been certain tasks that could have been carried by other units, and we had deliberately added them to the Federal Government's burdens, we would have made a sad mistake.

I realize that I am facing a group which would argue about such a thought, but I love my country and am concerned about it.

Mr. HODSON. May I say that I am sure that all of this group recognize that the basic solvency of the Government is vital to the continuation of our war effort, but I think, Mr. Congressman, that perhaps we might differ on the extent to which the old orthodox theories of finance still apply.

It seems to me that we have reached the point, as was indicated by the National Resources Planning Board the other day, where we must think primarily about our resources and manpower, and the national income which is derived from the full use of those resources and that manpower. If we do that we shall certainly find the money to meet these programs.

Our concern is that the whole burden of this effort should not fall on the humble people who are doing the work. If we are fighting this war for their future peace and security, we have got to give them as much security as is possible now, while the war is being fought. We shall probably have to modify our old concepts of how these things are to be financed, and meet the war situation on the basis of the full use of our resources and manpower.

Mr. CURTIS. I don't want to prolong the argument. All of that sounds well and good, but once the Government reaches a breaking point there can be no turning back or redoing the thing along different lines.

Second thought may be possible in private affairs, but a bank that closes still creates havoc in the community, and heartbreak, and many many things.

The CHAIRMAN. There may be members of this committee who have divergent views, but we get along so well that we keep away from those things as much as we possibly can.

Members of the panel, this has been tremendously interesting to the members of this committee, but we are running behind our schedule, and we have still to hear a panel of seven members of the United States Department of Public Health, and we want to close by noon.

Mr. HOEHLER. May I thank you, on behalf of the members of the panel, for the privilege of coming here and presenting our problems.

I ask the privilege of presenting a letter and a telegram from Miss Martha Chickering, director, department of social welfare, Sacramento, Calif., who was scheduled to participate in this panel but was prevented from attending this session.

(The letter and telegram referred to above are as follows:)

STATE OF CALIFORNIA,  
DEPARTMENT OF SOCIAL WELFARE,  
*Sacramento, Calif., December 31, 1941.*

FRED K. HOEHLER,  
*Director, American Public Welfare Association,  
Chicago, Ill.*

DEAR MR. HOEHLER: Any attempt to present material on the maintenance of the social services in California at the moment is very difficult, since there is a possibility, of course, that the State of California may become a front-line area in a total war.

It seems clear to me that the maintenance of the public social services in a period of even extreme emergency will be largely dependent upon the adequacy of the foundations already existent. The best preparation which can be made, therefore, toward an emergency would seem to be to strengthen those foundations.

The best way to help strengthen this State toward the maintenance of its social services would, in my opinion, be the addition of a so-called fourth category; namely, Federal aid for general relief, to be extended through the same social machinery as the other forms of federally aided public assistance. This would not only strengthen administration of the existing public welfare agencies, but it would also provide adequate basic care for any segment of the population unable for any reason to care for itself.

I would also request that attention be given toward some program for the care of dependents of service men.

It is probable that the average State legislature will not immediately see the place and importance of the social services in a wartime picture. The Congress of the United States is in a much better position to realize what modern war does to human beings. Unless Congress acts early it is quite likely that many States will learn through extreme human suffering that the care of the civilian population by the basic social services is one of the prime necessities in the waging of a modern war.

Very sincerely yours,

MARTHA A. CHICKERING,  
*Director, Department of Social Welfare.*

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SACRAMENTO, CALIF., *January 12, 1941.*

FRED HOEHLER,  
*Hay-Adams Hotel, Washington, D. C.:*

Individuals in this State and other coastal areas will probably send children and aged dependents to middle-western relatives for care for the duration. Possible problems resulting are obvious. Suggest Federal planning for assuring standard at homes, medical care, and financial assistance if needed. Urge that any programs for aid in emergency resulting from enemy action be through the constituted public agency. This would assure stability—long-time planning integration with community. Federal aid greatly needed, probably through child welfare services for development of adequate day care for children of working mothers. Regret delay in sending report but urge consideration this wire plus letter urging fourth category and provision for service-men's dependents.

MARTHA A. CHICKERING,  
*State Department of Social Welfare.*

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The CHAIRMAN. We will next hear from a panel composed of public health experts. Dr. Atwater, you, I believe, will act as moderator for the panel. Will you come forward and introduce yourself and the members of your panel?



## TESTIMONY OF PANEL OF PUBLIC HEALTH EXPERTS

Dr. ATWATER. The members of this panel are: Dr. Martha M. Eliot, Associate Chief, Children's Bureau, Washington, D. C.; Miss Alma Haupt, executive secretary, subcommittee on nursing, health, and medical committee, Office of Defense, Health, and Welfare Services, Federal Security Agency, Washington, D. C.; Dr. George H. Ramsey, commissioner of health, Westchester County, N. Y.; Dr. James G. Townsend, medical director, Industrial Hygiene Division, National Institute of Health, Washington, D. C.; and Dr. Huntington Williams, commissioner, city department of health, Baltimore, Md. My name is Reginald M. Atwater; I am the Executive Secretary of the American Public Health Association, New York, N. Y.

I have to present to you the regrets of Dr. Abel Wolman, who had an emergency call which made it impossible for him to be present this morning. He has already testified before you, however.<sup>1</sup>

The CHAIRMAN. I want to thank each of you members of this panel on public health for meeting with us this morning to discuss some of the public health problems arising under the war activity. It is my understanding that we have received, or will shortly receive, papers from each of you. We appreciate this invaluable assistance. The papers will be published in our record. (The papers referred to above appear with the testimony of the respective witnesses.)

As this committee has traveled about the country studying the migration of two and more million people moving into defense centers, we have observed acute problems arising in the public health fields. In Hartford, Baltimore, San Diego, and in the other centers where we have been, critical shortages in health and hospital facilities have been reported to us. Now with the war upon us, problems already grave are being intensified. We have asked you to meet with us as a group to learn from you the national needs in the various phases of the public-health field, and to hear such recommendations for congressional action as you may have.

Dr. Atwater, you have been good enough to agree to act as moderator for this panel. Will you call upon the individual members of the panel as you see fit so that each member may state briefly the problems he sees arising in his special field of work, what seem to him to be the most significant unmet needs, and what services he feels are necessary in order to meet them. Then at the close of this interrogation may we ask you, as executive secretary of the American Public Health Association, to summarize the over-all picture, and to make such general recommendations and comments as you feel will be of assistance. Following your remarks, in what time remains, I am sure that the individual members of this committee will wish to address a few questions to the members of the panel.

Now please feel free to interrupt at any time to raise questions that may bring out the main problems or difficulties arising in the field of public health. Dr. Atwater, will you proceed, please.

<sup>1</sup> See Baltimore hearings, pt. 15, p. 5888.

TESTIMONY OF REGINALD M. ATWATER, EXECUTIVE SECRETARY,  
AMERICAN PUBLIC HEALTH ASSOCIATION

Dr. ATWATER. Mr. Chairman, as a word of preface before the other members of the panel speak, I wish to quote a high British official who recently said that the greatly expanded social and health services in England did as much to win the battle of Britian as the Royal Air Force.

British experience shows that many people fear the loss of health and economic security even more than they fear death by bombing.

You will find that no matter what happens to their homes as a result of aid raids, the English people need not worry about their economic or health security. They are enabled to rebuild their homes through insurance provisions. They are able to feed and clothe and shelter their families through the social services and they are able to give them medical and health services as well. What is lost is lost by all and what is saved is saved for the use of all. On such a foundation we believe morale is built.

Now, the focus of this present hearing relates to the part which health security can play in building and maintaining morale in the present emergency.

The members of this panel, representing as they do a variety of public health specialties, have a simple message for this committee on which they are entirely agreed.

This is the common denominator from which we speak. First, we know what good health services are and we can supply a blueprint; second, even a perfect blueprint left on paper will not meet the need. You realize how necessary it is to implement that blueprint in order to build good public morale.

We shall try to bring out in what we have to say, the steps which now ought to be taken in public health to bring about a state of good public morale.

Just a word, now, on health services in wartime.

HEALTH SERVICES IN WARTIME

Health officers and health department staffs are expected always to be on duty to fulfill the urgent needs of civil government. Our present state of war calls for a clarification of aims, some simplification of organization, and a considerable strengthening of effort to develop and keep fit a nation of superior men, women, and children, capable of an optimum life within the privileges and duties of free peoples.

Now I said we had a blueprint. I shall file for the record a statement of what those minimum functions and desirable organizational principles are for health activities.

I don't think I shall pause longer than simply to leave with you this statement which is an official declaration of the Professional Society of Public Health Workers. On that we are all agreed.<sup>1</sup>

The public health profession is already on record as to what should be the minimum functions and the organization principles for health activities. Wherever these minimum functions do exist we believe

<sup>1</sup> Statement held in committee files. See Desirable Minimum Functions and Organization Principles for Health Activities, Year Book, 1940-41, Supplement to American Journal of Public Health, vol. 31, No. 3, March 1941.

that the service must be maintained during the emergency. Wherever they do not exist we point out that our Nation is vulnerable at that point and we believe these services must be established there.

We regret to report that, in the words of Dr. Thomas Parran, Surgeon General of the United States Public Health Service, these minimum services exist only on paper in many States and localities, and some of those States and localities are in the most acute areas of need.

In order to build public morale it must be emphasized that in every area of the United States and its territorial possessions these functions need extension and improvement. We want to translate these principles into militant action. These blueprints must be converted into practical programs for State, city, and county work, and the voluntary organizations must take an appropriate place with the official organizations.

The public health profession has a single aim and that is victory; and to this end we, as a body of public servants, dedicate all the resources of our professional and technical capacities.

#### MORALE-BUILDING FORCE OF PUBLIC HEALTH SERVICE

We feel that any neglect or curtailment of the essential protection of civilian health, whether at home or in the factory or in other working place, is inconsistent with maximum efficiency of the military forces and the preservation of public morale.

We believe that the trained civil health worker is properly to be considered indispensable to the maintenance of national health. We believe that he should be encouraged to continue at his regular station in civil government unless the war can be more effectively prosecuted by his transfer to military service.

In order to build sound public morale, those States, and some of the more limited areas lacking in whole or in part the reality of these health services, should with all speed be provided with health officers competent to give leadership and direction, and authorized to spend public funds sufficient to make health services a reality for every unit of population under the flag of the United States.

This competent modern health department about which we are talking comprises a medical, sanitary, and related biological and social service which enjoys broad authority to meet a wide variety of emergencies.

We believe that at the present time it is neither practically desirable nor politically feasible to create a fully centralized health administration under the Federal Government. However, I wish to emphasize that ways must be found to help the health officer and each member of his staff to think of himself as conducting an essential portion of a national project for the people's health. He ought to act at all times as if he were, in fact and within the law, at the administrative disposition of the Surgeon General of the United States Public Health Service.

We are glad to see that steps are being taken to expand the reserve of the Service, even those who are commissioned may be expected to remain in their key positions unless enemy action or epidemics demand that they be moved elsewhere. We believe that if the public will act with vision and confidence upon the principles and policies here declared, victory in arms can be achieved without sacrifice of

the continuing and progressive health needs of a people devoted to the humanities of peace.

We came out of the last struggle with some genuine public health advantages. We believe it is possible to come out of this one with new gains. Finally, we need only to remind you, familiar as you are with the state of the Nation, that behind these marble palaces that we see in Washington, behind the bold facades of a Fifth Avenue in New York, a Michigan Boulevard in Chicago, or a Market Street in San Francisco, there lie bad but remediable physical conditions—veritable slums in which lie the seeds of bad public morale.

In what we have to say we shall attempt to detail for you some of the ways by which our public health resources can be employed to build the foundation for good public morale.

I should like to present Dr. Martha Eliot who is Assistant Chief of the Children's Bureau in the Department of Labor, a position of competence in clinical medicine, and one who within the last few months has had an extraordinary opportunity of seeing the situation in England and how public morale has there been built by the use of health services.

**TESTIMONY OF DR. MARTHA M. ELIOT, ASSOCIATE CHIEF,  
CHILDREN'S BUREAU, WASHINGTON, D. C.**

Dr. ELIOT. Mr. Chairman and members of the committee, I have already filed a brief statement with the committee with respect to the relationship between some of the child health needs and measures, and this question of national morale, but I would like to add a few remarks at this time which point up some of the statements made therein.

(The statement referred to above is as follows:)

**STATEMENT BY MARTHA M. ELIOT, M. D., ASSOCIATE CHIEF,  
CHILDREN'S BUREAU, DEPARTMENT OF LABOR, WASHINGTON,  
D. C.**

**ACUTE HEALTH PROBLEMS GROWING OUT OF DEFENSE CONCENTRATION OF  
POPULATION AND WHAT CAN BE DONE ABOUT THEM**

Maintaining the health of mothers and children no less than that of workers in industry is fundamental to maintaining the strength and morale of the Nation. This is true in peacetime; it is essential in wartime. Men in military service and workers in industry will be more effective on the job if they know that their wives and children are well and that their health is being looked after.

More and more mothers are being drawn into industry. If they are to work steadily their children must be kept well so that the mothers do not find it necessary to take time off to care for sick children.

The fact that nearly 50 percent of the draftees were rejected for military service in 1940 and 1941 because of defective health is startling evidence of the inadequacy of our preventive and treatment programs in the medical care of school children.

The future of the Nation depends on how we care for children now and how we plan ahead for continuing improvements in care.

In periods of preparation for war and in wartime the stresses and strains of industry, the movements of the population, and the absence of the father from many homes result in serious dislocations of family life, in crowded and often insanitary living conditions, in lack of, or inadequate, provision for medical care, education and recreation facilities, and social protection.

The effect on children is much more severe and serious, especially in the long run, than on adults. The physical and emotional effect on children of too little or disturbed sleep, of irregular and unsatisfactory meals, of delayed medical care

are well recognized. When family life is dislocated as in time of war, these effects are exaggerated. Fears and the sense of insecurity of parents are reflected in the attitudes and actions of children. Disturbed emotional states and aggressive and asocial behavior often develop among children merely as a result of a sense of insecurity in their homes or when they are separated from their parents or one of their parents. Delinquency rates go up, but the increase is accounted for largely by minor delinquencies such as petty thefts. Many of the emotional disturbances among children which are today being incited by the war or civil defense situation are evidence of old instability and insecurity which are finding expression in war symbols.

The remedy lies in more security in home life, not less, in normal routines of living, in adequate health service and medical care, in advice and guidance for parents, in educational and recreational opportunities for all children, in nursery schools and group activities for young children, in the provision of sufficient and satisfactory daytime care of children when the war effort requires mothers to go to work. All these are needed in peacetime in every community. It is imperative that they be provided in every defense area today without delay.

The United States can no longer afford to be wasteful of children's lives and well-being as we have been in the past.

Although we have been making progress in the United States in providing the basic health services for mothers and children, there are still many cities and rural areas where these services are in large part lacking or are available to only a small proportion of the resident families. Evidence already presented to this committee has shown how tragically lacking such service is in many military and industrial defense communities.

Other evidence can be given which shows the utter inadequacy of health services for mothers and children in areas outside the defense communities where the less dramatic war effort of raising our food excites little attention. The war situation is adding to the deficiency in these communities because physicians and nurses are leaving our small towns and cities in great numbers to join the military forces. In some cases communities have been left without any physicians, in others with a totally inadequate number to care for the mothers and children.

It is essential to the morale and well-being of the Nation that maternal and child-health services be maintained and expanded where they exist and that they be installed elsewhere not only in defense areas where conditions are dramatically acute but in the rest of our cities and counties also. The oncoming generation of boys and girls who will bear the military and industrial load tomorrow are in our home communities throughout our States. From the point of view of military attack these are the relatively safe areas. But if evacuation of mothers and children from danger areas should ever become necessary they would be sent to these relatively safe communities. Unless these communities are organized now, they will not be ready to provide health and social services to an increased child population, to say nothing of meeting the urgent needs of their own children and young people.

#### LESSONS FROM GREAT BRITAIN

The chairman of the committee has asked for lessons to be learned from the handling of the health situation in England. In February 1941 as a member of a War Department mission in England I studied the civil defense measures for the protection of children and since then I have received information from the Ministries of Health and Labour of Great Britain.

The remarkably good health record for mothers and children that has been maintained there under war conditions including the evacuation of large numbers of mothers and children from London and other industrial cities was due in large part to the fact that the health and medical services had been so well established before the war and have been continued so effectively since war was declared. Gradually since the last war, child health clinics (called child-welfare clinics), school medical services, district nursing services, health visitors and midwives have been made available under the jurisdiction of practically every local authority.

When I was in England I was told that before this war started practically all mothers in the counties later to become reception areas for evacuated children could take their children to child-welfare clinics in their home communities and that no mother needed to go more than 6 or 7 miles at the outside except perhaps in remote rural areas in the northern counties. School medical services including medical treatment clinics were available in some degree to all school children. School meals were being served to children in more than half of all provincial

schools. Prenatal clinics had been made available by all local authorities and the service of trained, skilled midwives had been made universal since the amendment of the Midwife Act in 1936. Consultant service from physicians, and in case of need from obstetricians, had been made available by the Government everywhere. Hospital care for maternity patients could be made available at least in a nearby town on the recommendation of a physician.

When war was declared in September 1939 this network of maternity and child-health clinics and medical care services for school children was spread all over the country. Competent medical officers of health who had had clinical training in pediatrics and obstetrics were responsible for the organization of the work in cities and rural districts. Without this network of service, the huge tasks of care of children in cities under bombing and in the reception areas could not have been accomplished with the success that has attended them.

One outstanding lesson then to be learned from British experience is that we must complete in the United States our basic network of health organization and health services for mothers and children, if we are to use our limited medical and nursing personnel up to maximum effectiveness, if we are to avoid the malnutrition, illness, and epidemics that devitalize a nation in wartime, and if we are to meet effectively new emergencies as they arise.

But we can also learn many lessons from the way Great Britain planned for and met the unusual stresses and strains of war upon children. For instance, it is important for us in the United States to realize that the British people started to plan for the protection of children long before war was declared and that as time has gone on great progress in improving the quality of care and service has been made. Mistakes were made in the early days of the evacuation scheme, but these have been largely rectified. By and large the basic plans for protection of children in areas of danger have been carried out and the policy of evacuation of children and mothers from areas of danger to areas of relative safety is still regarded as sound. The most recent reports indicate that more than a million children are being cared for in reception areas under the Government evacuation plan and that approximately three-fourths of all London children are still out of the city in these reception areas. Since evacuation is voluntary, provision is made for children in the cities under bombing as well as in reception areas, but parents are encouraged to send their children out of the city.

During the 2 years of war, standards of care in reception areas have been raised and many community facilities for evacuees have been organized. Schools have been opened in reception areas and recreation programs for children and youth have been provided both in the industrial areas and in the reception areas. For the youth who remain in the city to work, special effort is made through the recreation department of the education authority to provide social centers and recreational activities. Nursery centers, now called "wartime nurseries," have been established for evacuated children and in the industrial areas for young children of mothers who must go to work in the war industries.

Medical and health services for city school children though originally abandoned before the first evacuation in the expectation of bombing have been reinstated and are actively serving children in both city and country. Child health clinics and health visitor service which likewise were abandoned in London for a short time at the beginning of the war are now provided in some degree for all young children.

Maternity care has been reorganized so that a large proportion of women are delivered in maternity homes and hospitals outside of the cities that are target areas.

Child guidance clinics have been developed in many new places. The need for these clinics is increasingly appreciated, especially in the reception areas to assist in solving problems of children who are difficult to place in private households. Emotional disturbances among evacuated children have been found to be exacerbations of previous difficulties in a majority of cases. The employment of welfare officers and child guidance workers has done much to assist the local authorities and the volunteers in meeting these problems.

The nutrition of children and workers is regarded by the British authorities as fundamental to good morale and is given continuing attention by the Ministries of Food and Health. Children and pregnant and nursing mothers are given priority in the distribution of milk. Local authorities are urged to establish school meals in all communities. Feeding centers, the so-called British restaurants, are established in all industrial cities for workers and others and in the reception areas for evacuees. Here a well-balanced meal can be obtained for a very small cost.

All of this has done much to strengthen the morale of British workers and the men in military service. It contains many lessons for us, though their application to our situations may be different.

#### PLANNING FOR MOTHERS AND CHILDREN IN THE UNITED STATES

There can be no doubt that here in the United States the morale of the men in military and naval service, the morale of industrial workers, and the morale of women industrial workers with children will be immeasurably strengthened if they can feel secure as to the health and well-being of their children. But morale will not be strengthened unless the people know that plans are underway for the protection and welfare of children in this period of war. These plans must include protection of children in the areas of potential danger from belligerent action and for their removal in case of real danger. Action must also be taken to provide at once health and welfare services to children living in or near the defense industrial cities or the great military establishments. Beyond this there must be a supplementation of health and welfare services in those relatively safe areas which would be used for reception of children from the danger zones should evacuation ever become necessary.

Our greatest potential weakness today in the protection of children in wartime lies in the inadequacy of health, medical, and welfare services for children and of provisions for maternity care in hospitals and clinics in our rural areas and in the smaller cities and towns which are the relatively safe areas. Plans should be made now, even if it is at what appears to be great cost, to provide a large mobile corps of public health, medical, and welfare workers that would be available on an interstate basis to assist State and local agencies in meeting wartime needs of civilians, particularly in those areas which lie outside the danger zones. Plans should be made now for improving and organizing maternity care and medical care for children in these areas and for providing child welfare and community organization workers. To do this now is to be forehanded. It would not be waste effort since such a mobile corps of health and welfare workers would be stationed for the present where their help is needed. They would, however, be available on short notice to go to other areas if and when belligerent action should create an urgent demand for expansion of health and welfare services. Such a mobile corps of health and social welfare workers would in no sense replace the Red Cross workers who serve in disaster relief.

To establish such a mobile corps of health workers to serve civilian populations would require setting up some "priorities" for the civilian population by those responsible for procurement of health personnel.

The proposals made are predicated upon the recruitment and training of the professional workers who will be needed to carry on the various parts of the program and the training of volunteers to assist on the nonprofessional phases of activity.

To meet our most urgent needs today the following concrete proposals are submitted for the consideration of the committee:

I. For defense areas—industrial and military: (a) The immediate provision of funds that would make possible the placement or utilization of physicians, and the placement of public-health nurses, and nutritionists—

1. To organize prenatal clinics, child-health conferences, public-health and nursing service in the homes, school medical, and nursing service;

2. To make available maternity care and medical care of children for families unable to procure it now;

3. To provide health service in all day care centers for children of mothers who must work as a result of the defense effort.

(b) The immediate provision of funds to make possible hospital beds and public clinics for maternity care and the care of sick children.

The appropriation of Federal funds is essential to stimulate this service. State and local funds should also be made available to meet these costs.

From appropriations for community facilities under the Lanham Defense Housing Act, funds have been provided for the construction of health centers and hospitals or additions to hospitals in some local defense areas but funds for maintenance are usually not included.

So far as they are not available local practicing physicians should be used in these services but there is such a shortage of physicians in these rapidly growing communities that means must be found to make medical service available to the civilian population.

Many industrial defense workers will be able to pay for medical care and hospitalization for their families if service and facilities are made available and the costs are moderate. The situation is more critical for enlisted men whose pay is not sufficient to enable them to provide medical care for their families. Enlisted men do have wives and children in spite of the effort to select single men. The number with families is likely to increase as the men are retained in service more than 1 year and as a much larger army is recruited. Also there are in our rapidly growing defense areas newcomers not yet fully established in industrial and commercial employment who are not able to pay for medical care and hospitalization when their wives and children need it and who, because of residence laws, are not eligible for medical care now available from public welfare funds.

The State maternal and child health plans for the fiscal year 1942 submitted to the Children's Bureau by State health officers as the basis for making Federal grants showed that at least some maternal and child-health services were to be available in approximately 165 counties or districts known to be defense areas. The State health officers report that for these and other defense areas there is great need for expansion of maternal and child-health services—more public health nurses is the recurrent plea.

In Washington and California limited programs for medical and hospital care have been established under 1942 maternal and child health plans for families of men serving in the United States Army and Navy but as yet these programs are available in only two counties.

The problem of providing medical and nursing care for women at delivery is acute in many areas with insufficient hospital beds, doctors, and nurses.

II. A program of health service to all children and youth of secondary school age so that they may take full advantage of their opportunities for education and training and be fitted to undertake tasks suitable to their individual capacity when they leave school. The immediate provision of funds to provide—

- (a) Medical examinations of all children of secondary school age, both in school and outside.
- (b) The necessary medical, hospital, and follow-up care for the correction of remediable defects and conditions that interfere with health and well-being, including care for chronic illness from which recovery may be anticipated if care is given promptly.
- (c) Health instruction in the schools.

Recent examinations of young men by the Selective Service Boards show widespread physical and other defects that have prevented their acceptance for general military service. Examinations of boys and girls by the National Youth Administration have shown similar conditions. If children are to reach the age when they leave school or college to go to work in a condition of good health and vigor, handicapping conditions must be eliminated as early in life as possible. As a major defense measure it is imperative that children and youth from 14 to 18 be given the benefit of all medical skill to keep them in good health or to restore them to health if possible, that they may take their place in the defense industries or in other tasks that are essential to the life of the Nation.

To propose that a special program of care be carried out for children of this age group is only to put first an urgent and immediate wartime need. Of all school grades it is probable that the secondary schools are least well provided with health services. To start an intensive school health program here appears to be appropriate. It should be extended to the elementary schools as soon as possible, since many of the defects known to exist in children 14 to 18 could and should be corrected much earlier in childhood.

III. A mobile corps of health, medical, and welfare workers to be available on an interstate basis for service in communities outside the defense areas or areas of danger to meet emergency wartime needs of civilians which may result from belligerent action.

The immediate appropriation of Federal funds for this purpose is essential since the Government should be free to move these workers to any area of urgent need resulting from enemy action. The need for this action today has already been pointed out.

IV. An immediate campaign to secure the immunization of all children against diphtheria and smallpox to prevent epidemics and to conserve medical and nursing service which would be required in case of epidemics.

This campaign should be carried on by State and local health authorities during the spring of 1942 with the cooperation of professional workers and the aid of community organizations such as parent-teacher associations.



The extensive migration of families during 1941 means that children from areas where immunization procedures have been less carefully followed have been taken to military and industrial areas and we are in danger of serious epidemics that might affect not only children, but also the armed forces and industrial workers.

There were 16,922 cases of diphtheria and 1,368 cases of smallpox in 1941 (through week of December 27) reported by the State health officers to the United States Public Health Service. To eliminate these two health menaces is practicable and it will be a significant contribution to the conservation of medical and nursing time.

To meet the needs that will become increasingly pressing as the war continues and when peace comes, it is urgent that a long-time program for maintaining the health of mothers and children throughout the Nation be started now. Nothing that can be done today would develop high morale among the people so promptly as would the enactment of an effective national program of medical care. The expansion of a program for mothers and children would be the most telling part of such a plan.

It is therefore recommended that there be expansion of the Federal-State cooperative programs of maternal and child-health services and services for crippled children to make State-wide provision for the necessary preventive and curative services.

With Federal grants under the Social Security Act we have been extending during the past 5 years our basic network of maternal and child-health services including the organization of county or district health units, public-health nursing service, and medical service usually from local practicing physicians for the conduct of prenatal clinics, child-health services, and school medical examinations. Yet reports from the State health officers of 46 States and the District of Columbia as of June 30, 1941, showed that in their 2,857 counties only 846 counties had prenatal clinics held at least once a month or oftener, and in only 1,536 counties was the medical examination of school children provided for. In only 680 counties were all 3 of these services provided. It was reported that in only 1,864 or two-thirds of the 2,857 counties were there public-health nurses under the supervision of the State health agencies providing some services to mothers and children. Home delivery nursing service was provided in only 128 counties. Even where services are available there frequently are not enough health workers to fully meet the known need.

Maternal and child-health service in every city and county is important to national defense because in the areas where there are no "defense activities" are the women, boys, and girls who will share in agricultural production, the wives and children of the men in the military and naval forces, and the women and children who may soon be drawn into industrial and even military employment. Also the areas remote from potential danger must be made ready to receive mothers and children if the need for evacuation arises.

Medical care for maternity patients at delivery or for sick children has been provided in only a few isolated instances under this cooperative Federal-State program. With increased funds rapid increase in such service should be obtained. We have the knowledge and skill to provide this care even in the least populous areas. What is needed are the funds to make it available.

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#### EXHIBIT A.—NEED FOR EXPANSION OF CHILD WELFARE SERVICES

REPORT BY KATHARINE F. LENROOT, CHIEF, CHILDREN'S BUREAU, UNITED STATES DEPARTMENT OF LABOR, WASHINGTON, D. C.

*Need for expansion of the child welfare services now carried on by the Children's Bureau in cooperation with the States under title V, part 3 of the Social Security Act, including development of community services for daytime care of children whose mothers are employed in occupations essential to the war effort and other children without adequate home care because of the war program*

JANUARY 14, 1942.

Since 1935 the Children's Bureau has been cooperating with the child welfare agencies in developing child welfare services for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent, especially in rural areas. Such services are now provided in about 500 counties in the United States.

The State plans for the fiscal year 1942 and information obtained by the staff of the Children's Bureau indicate a serious increase in problems affecting the welfare of children in defense areas. The types of problems presented include home problems arising from grave housing shortages, need for recreation, shortage of school facilities resulting in nonattendance at school or curtailed hours of school, increasing delinquency, difficulty in finding foster homes for children because of expanded demand for women workers and especially problems of day care for children whose mothers are employed.

Of the 52 State plans for grants-in-aid for child welfare services, approved by the Children's Bureau for the fiscal year 1942, 35 contained provisions for use of Federal funds for child welfare services in 73 defense areas. In 56 of these areas previous plans had been made for child welfare workers and in some of these areas additional workers were provided. In 17 areas new programs of child welfare services were developed.

In the past year advisory groups to the Children's Bureau and organizations of public welfare officials, as well as outside agencies such as the American Legion, have urged amendment to the Social Security Act to provide increased funds for child welfare services. The following recommendations were adopted by the Advisory Committee on Community Child Welfare Services, meeting December 2, 1940, and were later approved by the Council of State Public Assistance and Welfare Administrators and the Board of Directors of the American Public Welfare Administration:

"After consideration of the report of the Child Welfare Division of the Children's Bureau on developments in child welfare services under the Social Security Act, and evidences of urgent needs growing out of the defense program, the committee was unanimous in making the following recommendations:

"1. That increased Federal funds should be made available under title V, part 3, of the Social Security Act, for the following purposes:

"(a) To provide Federal funds, on the basis of joint Federal and State planning, for paying part of the cost of local child welfare services in rural political subdivisions and in other areas of special need, in order that the continuation and progressive development of such services will be assured.

"(b) To provide child welfare services which are sorely needed in many communities affected by the defense program.

"(c) To enable the Federal Government more fully to participate financially, on the basis of joint planning, in the development of the States' responsibilities for stimulation and leadership in child-welfare programs.

"(d) To enable the Federal Government more fully to participate financially, through both demonstrations and continuing support, when needed, in providing certain types of services, such as case work or child guidance, which are essential in an adequate program of care of children, as for example, public institutional care for delinquent children.

"(e) To make available increased Federal funds on the basis of joint planning, for improving the quality of personnel for child-welfare services, through provision for study in educational institutions and other measures.

"(f) To provide further Federal financial participation in special projects undertaken by State agencies which involve demonstrations or studies in the fields of community planning, child guidance, services to children of minority and other disadvantaged groups, and the development of community resources for the prevention of juvenile delinquency."

Since the adoption of these recommendations there has been compelling evidence of the urgent need for the expansion of these services. I would, therefore, make the following recommendations.

1. That funds ranging from \$7,500,000 to \$10,000,000 a year be made immediately available for grants to States for child-welfare services, especially services in defense areas, including military and industrial defense areas and areas suffering from priority unemployment.

2. That the funds be allotted to the States by the Secretary of Labor on the basis of plans developed jointly by the State welfare agencies and the Children's Bureau and in accordance with policies and procedures established by the Secretary of Labor and the Chief of the Children's Bureau for the administration of part 3 of title V of the Social Security Act, as amended, with such modifications as may be deemed necessary.

3. That such services include strengthening State welfare departments to give consultant services to local communities and to State institutions and agencies concerning the organization of child-welfare services, the prevention and treatment of delinquency problems, the care and supervision of mentally deficient

children, the provision of programs of daytime care of children of working mothers in cooperation with educational authorities, and the development of training programs for volunteer and professional workers in the fields of child welfare.

4. That the funds also be available for the establishment of local facilities of the kind described in item 3.

5. That additional appropriations be made available to the Children's Bureau for the administration of the services described above, for loan of needed personnel to State agencies in accordance with agreements with such agencies, and for the development of training programs for volunteer and professional workers.

#### EXHIBIT B.—A BRIEF SUMMARY OF DEFENSE ACTIVITIES RELATED TO CHILDREN

REPORT BY KATHARINE F. LENROOT, CHIEF, CHILDREN'S BUREAU, UNITED STATES DEPARTMENT OF LABOR, WASHINGTON, D. C.

There are at present approximately 400 defense areas in the United States (embracing almost a thousand communities), some military, some industrial, others shipbuilding. Some are located in a single community, but practically every one has an effect on the health and welfare of children over a wide territory sometimes extending over as many as 10 or 12 counties. These defense areas are centered largely in the coastal States and in the northeast and central industrial States, and there is no State without at least one such defense area. One southern State has a major defense activity in each of 25 counties.

The following excerpts from reports which have come to the Children's Bureau in the past 6 months point out the wide range of problems affecting both the health and welfare of children. The situations described in these reports can be duplicated many times.

##### 1. A Children's Bureau field consultant reports:

The Blank Co. is constructing a powder plant, a TNT plant, and bag-loading plant in an area extending from 8 to 18 miles from the town of X, which is approximately 40 miles from the city of Z. These plants are in the stage of construction, and operations have not begun. Thousands of workers commute from Z and surrounding towns.

The town of X had an original population of 900 and the present population increase is estimated from 5,000 to 8,000. The elementary-school and high-school enrollment has increased from 350 in April 1941 to 900 in September, with an estimated increase to 1,500 by December 1, 1941. A new road, additional sanitary facilities, a recreation building, and a housing project (375 units) are being constructed in the town itself, and plans are being made for new school facilities.

Because there is no housing for families, the housing of construction workers and their families is chiefly in trailers. Many of these workers have come from the C area where they worked on the construction of the munitions plants there. Mothers in the trailer units are complaining about the lack of sanitary facilities and washing facilities and the crowding of trailers as compared with the well-regulated trailer units in C.

There are 10 distinct trailer units within a radius of 8 miles of X with 5 new ones established at distances of 10 to 25 miles from the town. The number of trailers in a unit ran from 7 to 100. No count has been made of the actual number of families, but it is estimated that there are 250 children of preschool age for a nursery school that can accommodate only 25 to 30. Family life is complicated because men work on night shifts and have to sleep in the daytime.

To meet part of this need the Federal consultant has suggested that a program of volunteer participation be developed which will include parent-education of mothers and the formation of parent councils, the organization of social activities, the establishment of new playgrounds, classes in sewing and nutrition, and volunteer assistance to the public-health nurse in the child-health clinics.

##### 2. A State health officer reports:

The greatest problem at this time is in a military area—an Army post situated in X County near the town of L. The population of the town of L has increased from 18,000 to 25,000; the population of the county from 40,000 to 100,000. The county covers more than a thousand square miles of territory.

As the population increased, the active practicing physicians in L decreased from 14 to 12, or to a ratio of 1 physician to 8,000 people. As would be expected, the shifting population resulted in many problems affecting health, namely,

increase in rent, very poor housing, especially at the outskirts of the city limits, increase in venereal disease, increase in prostitution, increase in illegitimacy, overcrowding of the schools, increase in communicable disease.

The State health department has established a county health unit in this county providing 1 health officer, 4 sanitarians, and 4 public-health nurses (this provides a nurse for every 25,000 persons in the population, but to provide even the minimum number of nurses that would be considered acceptable, that is, 1 for every 5,000 persons, 20 nurses would be needed instead of 4). Four child-health conferences are now being conducted at strategic points in the county.

At the time of this report two additional defense establishments were proposed, one an Army cantonment in Y County that would include up to 45,000 men and the second a \$52,000,000 powder plant in Z County. This plant will be situated near the town of C, a community of approximately 500 people. It is estimated that the plant will employ between 6,000 and 10,000 civilian workers. At present there is one 75-year-old physician in this county and no hospital facilities. The closest hospital is 27 miles away, but it has only 32 beds and 4 bassinets.

### 3. A report on one community:

Many problems have been developing which have grown out of the fact that the town of C has grown in a few months, because of the development of a smokeless powder plant and a bag plant, from a village of 900 people to over 14,000 people. Sanitation, housing, schools, recreational facilities, and transportation are all grossly inadequate. Many serious cases are being referred to the county welfare department. It has not been able to handle these cases adequately because of the limited staff, which is untrained.

Workers are commuting from points as far as 50 miles away.

Children who are placed in foster homes are now being crowded out because the families are taking roomers. There is a question on the part of the State Department of Welfare whether such foster homes should be relicensed because of their overcrowded condition.

The school situation is extremely serious in both the town of C and the neighboring communities of N and J. In J 785 children now attend school in a building built to accommodate 500. Transportation to other communities is not possible; the town could not finance such a project and the children could not be gotten to school on time. In C new accommodations are needed for 988 children not including those in the trailer camp which may or may not be there next fall.

The county is served by a district health department that covers five counties. Medical and nursing services are being extended, but there are no hospital facilities whatsoever in the county.

### *The Children's Bureau in defense planning.*

The Children's Bureau has always been concerned with the protection of America's children from the effects of social and economic upheavals which accompany substantial population changes and industrial dislocations such as those that are now taking place as a result of the world war and defense activities in the United States.

The Director of Defense Health and Welfare Services appointed Katharine F. Lenroot, Chief of the Children's Bureau, as child-welfare consultant to his office, and Charles I. Schottland, Assistant to the Chief, serves as liaison officer between the Children's Bureau and the Office of Defense Health and Welfare Services.

Dr. Martha M. Eliot, the Associate Chief of the Bureau, has been designated as the liaison officer with the Office of Civilian Defense, to assist in the preparation of programs related to child welfare. Dr. Eliot serves as secretary of the Joint Committee on Health and Welfare Aspects of Evacuation of Civilians.

Regional consultants of the Children's Bureau are serving as its representatives in the 12 regional advisory councils for the coordination of defense health and welfare services. Other staff members are serving as consultants in relation to special aspects of the defense program as it relates to children.

### *Maternal and child-health services.*

No additional Federal funds for increasing maternal and child-health services in defense areas have as yet been made available by Congress for grants to the States under title V, part 1, of the Social Security Act.

The State health officers and maternal and child-health directors are well aware of the great need for these services in such areas and did what they could in the 1942 State plans to meet these needs without curtailing established programs in other areas where such service is also needed.

A review of State maternal and child-health plans and supplements (approved to November 24, 1941) showed that at least some maternal and child-health services were available in 165 counties or districts known to be defense areas.

The State plans and other information received from the States include the following types of comments on these and other defense areas:

Increased demand for nutrition training and service.

When families of defense workers move in there will be need for more child-health conferences, medical and nursing care, hospital care, and public-health nursing service.

More prenatal and child-health clinics are needed.

Heavy loads for public-health nurses have necessitated redistricting; new nursing districts mean new baby stations with, it is hoped, doctors in charge; nurses have started classes in child hygiene for girls 12 to 16 years of age responsible for children at home while mothers work.

More maternal and child-health staff needed, especially nursing staff.

Maternal and child-health clinics are held in two defense areas, but services are not adequate.

Adequate maternal and child-health services have not been developed in any defense area.

No hospital facilities nearer than the city of X.

B County does not have an organized health department.

City health department inadequately staffed.

Hospital facilities are inadequate generally.

At least 15 public-health nurses and 2 physicians are needed.

No county health department and no city has full-time qualified health officer. Public-health work in behalf of mothers and children practically nonexistent.

Approximately 400 public-health nurses are needed in the State to have one for each 5,000 population prior to the national defense program. Estimated that 20 additional physicians will be needed in 15 counties to care adequately for the maternal and child-health program.

#### *Federal community facilities projects.*

The Lanham Act,<sup>1</sup> approved June 28, 1941, authorized the expenditure of \$150,000,000 for the acquisition, maintenance, and operation of public works made necessary by the defense program.

Activities authorized under this act are primarily for schools, waterworks, sanitation facilities, hospitals and other places for the care of the sick, recreational facilities, and streets and access roads.

As of December 2, 1941, 89 projects had been approved in 24 States, Alaska, and Hawaii for the construction of new or additional hospital and health-center facilities. Of these projects 46 were for hospital and 43 for health-center facilities. Other construction projects approved include 196 for sanitation, 221 for schools, 245 for recreation, and 21 for miscellaneous facilities. Funds have been approved for the maintenance and operation of 109 additional projects, primarily for the maintenance and operation of schools but also for recreation and hospital services.

#### *Child-welfare services.*

The State plans for the fiscal year 1942 for child-welfare services, administered under title V, part 3, of the Social Security Act, and information obtained by the Children's Bureau's staff of consultants in child welfare during visits to the States indicate an increase in problems affecting the social welfare of children in defense areas. The type of problems presented include those incident to housing shortage, the need for recreation, the lack of adequate school facilities, increase in delinquency, rise in reported venereal diseases, and so forth. Difficulty in finding foster homes for children because renting rooms to defense workers provides a more lucrative income is another problem which confronts the child-welfare agencies in a number of defense areas.

Of the 52 State plans for grants-in-aid for child-welfare services approved by the Children's Bureau for the fiscal year 1942 35 contain provisions for use of Federal funds for child-welfare services in 73 defense areas. In 56 of these defense areas previous plans had made provision for child-welfare workers, and in some instances the new plans merely provided for one or two additional workers for localities in which there had previously been one worker.

No additional Federal funds for increasing grants to the States for child-welfare services have as yet been provided by Congress under title V, part 3, of the Social Security Act as a result of needs in defense areas.

<sup>1</sup> Public Law 137, 77th Cong., 1st sess.

*Day care of children.*

Day care for young children whose mothers are employed is emerging as one of the urgent social needs of the defense period.

Conditions such as those described in the following illustrations from reports received by the Children's Bureau indicate the need for providing adequate day-time care of children of working mothers.

Many of the problems arise out of the employment of mothers in defense industries. Recently a nurse in L county advertised that she was ready to take infants to board. Immediately she had 15 applications. By State law she is limited to taking 6, and one wonders what happened to the others.

In S and C many women are working either in the local mills or in H. They are leaving preschool children indiscriminately with neighbors or relatives while the school children appear at school an hour or more before school opens.

We have many instances cited, such as 800 women going to work in a factory one morning and 40 children being locked in parked automobiles.

In recognition of the problem the conference on day care of children of working mothers, called by the Children's Bureau, met on July 31 and August 1, 1941, to discuss this entire question and to consider the impact of the defense program in relation to it. This conference adopted a statement of principles and recommended the appointment of several committees to consider various aspects of day care.

To plan and coordinate all Federal programs involving community provision for the day care of children a Joint Planning Board on the Day Care of Children has been formed, pursuant to one of the recommendations of the conference, including representatives of the Children's Bureau, United States Department of Labor; the United States Office of Education, Federal Security Agency; and the Work Projects Administration, Federal Works Agency.

On the recommendation of the executive committee of the committee on day care of children of working mothers, the Children's Bureau has appointed an advisory committee on day care.

*Social protection of youth.*

Early in 1941 the Children's Bureau made brief studies in a number of communities where it appeared likely that situations were developing which threatened the social welfare of children. These communities included areas adjacent to military and naval establishments and communities whose population was rapidly increasing because of defense industries. On the basis of the observations made in these communities, the need was apparent for a social protection service which would stimulate programs looking to the prevention of prostitution and commercialized vice. For this purpose a Division of Social Protection was subsequently established within the organization of the Federal Security Agency.

Members of the Children's Bureau staff are cooperating with the Division of Social Protection. The interest of the Children's Bureau in the social-protection program is based on recognition of the fact that the increase of prostitution and commercialized vice and the conditions out of which they grow contribute to juvenile delinquency and to the creation of situations of social danger for children and youth.

*Recreation.*

The concentration of population in defense areas has made the need for recreational activities for youth and children increasingly apparent. The growth of undesirable types of commercial recreation and the need for services to protect youth and children have accentuated the demand for wholesome leisure-time activities for boys and girls as well as for adults. Recreational facilities and leadership need to be developed in order to meet the needs of children and families.

In many defense areas Federal community buildings are being constructed. These buildings will be operated by the United Service Organization for national defense or, in some places, by local agencies. The recreation section of the Office of Defense Health and Welfare Services is responsible for assisting State and local agencies to develop community plans for recreation. The specialist in group work on the staff of the Children's Bureau is assigned on a part-time basis to work with this section as consultant on the recreational program, with particular reference to children and women.

*Volunteer participation in programs for child health and welfare.*

Opportunities for volunteer participation in child-health and welfare work in this period of national defense are of two kinds: First, the volunteer assistance that must be given by citizens in the initiation, development, and support of the community services and facilities necessary for children in military or industrial

defense areas and in those areas which might become reception areas for children in time of acute emergency; and second, the day-by-day help that might be given by individuals in providing the health and welfare services and the care needed by children everywhere.

The Office of Civilian Defense is issuing manuals on volunteer participation in the fields of recreation, education, family security, nutrition, health, and child care. These manuals are being prepared by the Federal agencies interested in these subjects. The manual on volunteers in child care is being prepared by the Children's Bureau.

The volunteer participation section of the Office of Civilian Defense has asked the Children's Bureau—

(1) To outline a simple basic course in child care that will lead to a certificate entitling the holder to be known as a child-care volunteer;

(2) To cooperate with the volunteer offices in developing such courses; and

(3) To plan for rosters of child-care volunteers to form a child-care reserve for use in periods of emergency.

An outline for the basic course for volunteers in child care is included in the manual on this subject now in preparation.

#### *Child labor.*

Increased industrial demands for labor are having a marked effect on the school attendance and the employment of minors.

Reports of employment certificates, which must be obtained under most State laws for minors going to work, show an increase in the employment of young persons both in the 14- and the 15-year age group and in the group 16 and 17 years of age. In 29 States and the District of Columbia where the minimum age for employment during school hours was the same in both years, 2,355 first regular certificates were issued for 14- and 15-year-old boys and girls in the first 6 months of 1941, as compared with 1,236 in the corresponding period of 1940, an increase of nearly 100 percent.

Boys and girls 16 and 17 years were going to work in much larger numbers during this period. Incomplete reports from 13 States and the District of Columbia, where certificates for minors of 16 and 17 years are required under State law, show in round numbers 79,000 certificates issued in the first 6 months of 1941 as compared with 30,000 in the first 6 months of 1940, an increase of more than 160 percent.

Reports are already coming in of difficulty in enforcing school-attendance laws and child-labor requirements because children are picking up jobs which they could not fill legally but which are open and tempt them to leave school.

The problem of children engaging in street trades in Army camps and stations, often leaving school to do so, came to the attention of the War Department with the result that the Adjutant General's office of the War Department issued a directive order on August 16, 1941, that defines the responsibility of camp and post commanders for the welfare of boys and girls who come into the camps for street trading or other purposes. This order states that, where applicable, regulation of these activities should be in accord with Federal and State laws and local municipal ordinances relating to child labor.

A statement entitled "Information on Child Labor and Youth Employment for Regional Representatives on Defense Councils," issued on December 10, 1941, is attached. It is a fuller discussion than this one of child-labor matters of special concern in connection with the defense program and with the objectives of the Bureau in the field of child labor and youth employment.

### TESTIMONY OF DR. MARTHA M. ELIOT—Resumed

Dr. ELIOT. I was interested in the fact that there were questions on child welfare asked at the last hearing. I would like to indicate that the health and welfare needs of children are very closely interlocked. One can scarcely talk about one without talking about the other.

In this country we have never had the essential network of services for mothers and children which we need to promote child health, and to restore the health of children so that when they reach adult life they may be physically fit to carry on the work of the world.

Data can be presented to show the lacks in maternity care and medical care for children. There are gross inadequacies in these fields in many small cities and in much of our rural area.

Of great importance today is the inadequacy in the cities, and in the small towns and rural areas. These small towns become suddenly important as industrial centers in many parts of the country. Health officers, medical men, bedside nurses, and public-health nurses, who are accustomed to dealing with children and providing maternity care, have been taken away from many of these small towns and cities and rural areas, in numbers out of proportion to the total number in that community.

The inadequacy in these rural areas and in the small towns has a very direct bearing on problems that are related to the results of direct belligerent action, in that these are the areas which would have to receive any families or children should belligerent action require the removal of mothers or children from any of our coastal areas.

#### EFFECT OF BRITISH HEALTH PROGRAM ON MORALE

We are aware of the high morale among the British people, and I want to point out that, from my observations there, it was apparent that one of the major bases for this high morale was the nation-wide program for maternity-care services, for child health, and for the school medical service.

These programs were established long ago—in fact, ever since the last war they have been steadily expanded until they are now nation-wide in scope.

The British people, however, were determined, at the onset of this war, that these child-health services and maternity-care services should not lapse. And even during the war, plans have been made by the Ministry of Health to strengthen these services.

There have been appointments of new personnel in the various regions of the country: health, welfare, and child guidance personnel.

There has been an equitable distribution of physicians among the various provinces in order that the school medical services and the child health services might be continued, and in order that there always will be some medical service to take care of the medical-care needs in every community in the land.

The midwife service has been of inestimable service in England during this period. The extension of the maternity-care service and the improvisation of the new emergency types of care have been extraordinarily successful. This is demonstrated by the fact that the maternal mortality rate in England has actually decreased during the last 2 years, when one might have expected, under the circumstances, a marked increase.

The success of their great evacuation scheme for children has had a great effect upon the morale of the people. The success and this high morale is, to a very considerable extent, dependent on the maternal and child welfare health services, and upon ingenuity of the Ministry of Health.

I would like to say one word about the program that they have carried on in the field of nutrition. If anything in this great health field and welfare field has had an effect on morale, it has been the tremendous efforts of the Government to feed the populace adequately within the means at their disposal.



## FEEDING STATIONS

I know that you are aware of the development of the feeding stations, or what are now called British restaurants. They are of the utmost importance, from the point of view of developing and maintaining high morale among the people, among the workers, and among the children. The fact that these feeding centers have been established in factories as well as in schools is a matter, I think, of importance to us here.

As you know, priority in the distribution of certain essential foods has been established for children and for mothers. This again has a direct bearing on the high morale among the people. The wide extension of school lunches is of great importance.

I want to point out three or four major fields here in the United States in which I think we need immediate action today, with respect to child health and maternity care.

## CHILD HEALTH AND MATERNITY SERVICES IN DEFENSE AREAS

In the first place, in our defense industrial areas, and in the areas surrounding military establishments, there can be no question but that we need far more effective work in the field of child health and maternity care than we have today.

Our maternity services are far from complete in this country, to start with, and, when the situation arises, as has arisen in many of these small towns and mushroom cities, where thousands of people have poured in, families coming as well as workers, the need for maternity care has increased far beyond the means of the communities to handle it.

In some of these communities there has been a return to the employment of the untrained, unskilled midwives, when doctors have been taken away from these communities. The need for more hospital provision is very great. The need for maternity provision is also great. Child health services are quite insufficient. We need not only preventive services but we need more clinics for care of sick children. We need more hospital facilities for care of sick children. We need to place physicians, who are aware of how to take care of children, in strategic spots in this country to practice and to serve local health departments.

Of course, we need more nurses. From every State comes that particular plea.

The need for health services in these industrial defense communities is closely allied to the need for day care of children of working mothers. At this time many women are going into the defense industries, and many of those women are the mothers of young children; provision must be made for the care of those children during the daytime.

## SCHOOL HEALTH PROGRAMS

I would like to point out particularly the need for a program of health service and medical care for children of school age.

At this time, I believe we should probably emphasize the needs of children of secondary school age—not just those in school but also those who are at work.

We need a Nation-wide program of diagnostic examination, and a program of medical care to correct the conditions that may be found in those children today.

Secondary schools are the schools which probably are neglected most in our school health program. Children of secondary school age, who are not at school, get relatively little medical care. Of course, we need a rapid extension from this age group down to the lower grades in the school.

We shouldn't forget the need to install and develop school lunches in our school program; also to develop the health instruction among school children, which is a function of the Department of Education.

I believe we need to give attention to meet unforeseen emergencies in health services for children, emergencies that may result from belligerent action in this country.

It seems to me that we need to develop further a mobile corps of medical and welfare workers in child health to be available on an interstate basis, to meet acute emergency needs which may arise at almost any time as a wartime need. I believe that such a corps of workers should be particularly familiar with the needs of mothers and children, because they will be needed in the areas outside of the danger zones, perhaps more than they would actually be needed within the danger zones themselves. These areas beyond the danger zones are the areas to which children might be sent in case of emergency.

It should be pointed out that such a mobile corps of workers would not replace the great army of Red Cross disaster workers, because they would be attached to public agencies and would serve to supplement and expand the already existing public forces. Extra workers might be needed in some of the danger areas, where the health and welfare service for children is today inadequate. I would like to indicate that, in all of this, there would be no waste effort; their workers would be placed where they are needed today, but they would be ready for service elsewhere in case of urgent need.

Lastly, I would like to point out that these programs that I have suggested so far are programs that ought to be started today, if we are going to meet the grave needs that exist. One of the most effective ways to raise morale among the people of this country would be to assure them adequate medical care. Maternity and child health programs of medical care would be, in my opinion, the most telling part of such a program. The value of this program of maternity care, now prepared for children as a morale builder, is unquestioned in Great Britain.

Dr. ATWATER. Dr. Eliot has compressed within a few words a wealth of experience.

We have with us today two health officers, one representing a county and the other representing a city. I am going to introduce to you now Dr. George Ramsey, who is the commissioner of health in Westchester County, N. Y., a man who has had both State and county experience, and who has had teaching experience, too, at Johns Hopkins University.

Can you tell us, Dr. Ramsey, how this health program could be brought to focus, practically, in an area like yours?

TESTIMONY OF DR. GEORGE H. RAMSEY, COMMISSIONER OF  
HEALTH, WESTCHESTER COUNTY, N. Y.

Dr. RAMSEY. Mr. Chairman and members of the committee, I would like to remind you, first, that the services which the health department carries on are over-all services.

They are, for the most part, rendered on behalf of rich and poor alike, without distinction, our job being, as far as possible, to prevent disease and to reduce suffering and death.

We local health officers find ourselves now faced with the problem of maintaining the services we already have.

Dr. Eliot and others, I am sure, have told you that in the rural areas the services for preventive medicine are by no means complete. Even though incomplete, we are now faced with maintaining what we have. We must meet the problem of loss of personnel, and of lack of substitutes in many kinds of positions.

The recommendation of the American Public Health Association has already been stated to you by Dr. Atwater—that public health personnel be disturbed as little as possible during the present emergency, so that their particular skills may be left in the community.

There is also in certain parts of the country a tendency to reduce health department staffs to save funds, along with the more or less general tendency to reduce the cost of local government.

Dr. Eliot has covered the next point which I wish to make, and that is the possibility of the transfer of public health workers from one area to another, should necessity for that arise. Dr. Eliot applied that specifically to the field of maternal and child health. It might well be extended to cover other phases of preventive medicine.

Some of the situations that may arise in connection with the migration of population or with the war are obvious. Our duties, if we have an extensive epidemic of some kind, are perfectly clear. It is not always clear to the general public how our facilities for preventing such an occurrence operate. In fact, many people are not aware of the fact that such facilities exist. I refer to such matters as purification of water supplies and the supervision of milk supplies and food, and the like. It is easy enough to explain that those things must not and cannot suffer.

It is a little harder to understand the problem that the health officer has with relation to conquering a disease such as tuberculosis and syphilis. It is the general experience following war that tuberculosis rises. We have now reached a very low level in this country, and we wish to maintain our facilities on a sufficiently high standard further to reduce tuberculosis mortality and illness. The goal toward which we have been constantly striving and which we feel is thoroughly practicable is the complete eradication of tuberculosis.

In order to keep on with this program it is necessary to keep at home enough doctors and enough nurses to cover the routine job of holding tuberculosis clinics and of finding new cases, and of the many visits to homes which are required.

The war has already brought to local health officers and their staffs new activities. It is only natural that we should be called in, and it is our duty to participate in various activities with relation to defense.

For example, as Miss Haupt will undoubtedly tell you, health department staffs, particularly nursing staffs, are being used for teaching

courses in first aid, and in home hygiene care of the sick. That means, if you take away a nurse to do some teaching, she can't be doing her ordinary day's work of visiting, so that it means a larger responsibility.

Those responsibilities we are eager to take on, but many local health officers feel that there is need for further clarification, perhaps from the Federal Government, as to the relationship to official local health agencies and other agencies, such as the Red Cross and the Office of Civilian Defense.

The local fellows back home simply want to know what their relationship is to these various agencies, both old and new.

We all feel that we must maintain the health work that is done now on its present level, and we further feel that, in areas where local health services have not been sufficient—and there are very many such areas—they should be extended and increased.

Dr. ATWATER. Thank you, Dr. Ramsey.

You will see, Mr. Chairman, how this is a series, as it were, of headings for a table of contents.

We shall try to compress what we have to say, still giving you the important features of each.

Miss Haupt is a person who is able, from her wide experience, to hit some of the high spots of our panel discussion; in her present capacity with the Federal Security Agency she has an over-all view. Will you summarize it briefly, Miss Haupt?

**TESTIMONY OF ALMA HAUPT, EXECUTIVE SECRETARY, SUBCOMMITTEE ON NURSING, HEALTH AND MEDICAL COMMITTEE, FEDERAL SECURITY AGENCY, WASHINGTON, D. C.**

The CHAIRMAN. Miss Haupt, I have your prepared statement and the two supplementary exhibits that you submitted. They will be placed in the record.

(The statement and exhibits referred to above are as follows:)

**STATEMENT BY ALMA C. HAUPT, R. N., EXECUTIVE SECRETARY, SUBCOMMITTEE ON NURSING, HEALTH AND MEDICAL COMMITTEE, OFFICE OF DEFENSE HEALTH AND WELFARE SERVICES, FEDERAL SECURITY AGENCY**

The close association between nursing and morale is described in the following quotation from a recent letter from an American nurse in Brazil.<sup>1</sup> "I've wanted to write and ask you to try to send some nurses to Brazil. No one in my experience in France, Turkey, Albania, and Italy has made the friends for the United States of America that nurses have. To relieve human suffering is to win a friend, always, I find."

For 1½ years, the nursing profession has been "on the alert" to fit into the military and civilian needs of the country. It has a background of service and discipline; it has ethical relationships with the medical profession and a well developed scheme of national, State, and local organization on which to build.

For the special purposes of defense and now for war, it has two Nation-wide organizations:<sup>2</sup> One is governmental, the Subcommittee on Nursing (established November 1940) of the Health and Medical Committee operating under the Office of Defense Health and Welfare Services, and acting in an advisory capacity to the Medical Division of the Office of Civilian Defense. The other is voluntary, the Nursing Council on National Defense (formed July 1940), made up of the five national professional nursing organizations and the American Red Cross

<sup>1</sup> Letter to Director, Foreign Nursing Service, American Red Cross, Washington, D. C., from Mrs. Esther Imogene Johnson Patterson, Bahia, Brazil, Caixa Postal 165.

<sup>2</sup> See exhibit A, Organization of Nursing in Defense, p. 9956.

Nursing Service. The chief nurses of the various Federal nursing services have a liaison or ex officio relationship to both of these Nation-wide organizations.

The aims of both are essentially the same, viz: (1) To analyze the country's need for the education, procurement and assignment of professional nursing and auxiliary nursing service in relation to both military and civilian agencies relating to the national emergency; (2) to make plans for meeting these needs; (3) to correlate, as may be necessary, the nursing services of the United States with those of Canada, and Central and South America.

The Government's Subcommittee on Nursing works with and through governmental agencies. The Nursing Council on National Defense works with and through the national professional organizations and their respective State and local constituencies. Between the Subcommittee on Nursing and the Nursing Council on National Defense, there is close and frequent interchange of information and delegation of appropriate responsibility.

The problem facing nursing in the emergency is twofold: (1) To provide adequate personnel, and (2) to organize the needed types of nursing service by implementing them with necessary administration, financial support and standards of operation.

The activities of nursing in meeting these problems are outlined as follows:

## I. PROBLEM DEALING WITH PROVIDING ADEQUATE PERSONNEL

### 1. THE GRADUATE NURSE

(a) Three hundred thousand nurses have answered a national inventory supported jointly by the Nursing Council on National Defense, the Subcommittee on Nursing of the Health and Medical Committee, the American Red Cross, and the United States Public Health Service. The United States Public Health Service has charge of the administration of this project and has had valuable assistance from the Work Projects Administration. Suggestions have been given to State nurses' associations and their local branches as to the utilization of the data. On the basis of a sampling of 25 percent of the returns, it is estimated that there are 20,000 young inactive nurses who may be able and willing to return to active civilian service. Marriage is the chief cause of turn-over in the nursing profession.

It is estimated that there are 100,000 nurses who did not answer the original questionnaire.

(b) The Subcommittee on Nursing receives quarterly reports from all Federal nursing services of (1) the number of nurses on duty; (2) the vacancies for which salary is provided; (3) the additional number needed in the next 3 months.

The figures are then correlated with available figures of private agencies as secured through the Nursing Council on National Defense. As of December 1, 1941,<sup>3</sup> before war was declared, the figures roughly showed the following needs:

Army and Navy.....	11, 000
Institutions.....	10, 000
Public Health.....	10, 000
Total nurses needed.....	31, 000

(c) The United States Public Health Service, through its Division of Public Health Methods, has sent a questionnaire to public and private hospitals and health agencies including information regarding the number of nurses and auxiliary nursing personnel on hand, positions vacant and anticipated number in next 3 months. It is hoped that this may be kept up on a quarterly basis.

Since war was declared, the figures of the needs of the Army and Navy are confidential. However, the calling out of four base hospital units of 125 nurses each focuses anew attention on the problem of supplying the military forces and at the same time keeping civilian hospital and public health services intact.

(d) *Red Cross enrollment.*—Traditionally, the American Red Cross enrolls nurses for the first reserve (nurses under 40, unmarried and physically fit) from which the Army and Navy secure well-qualified nurses. It requires normally a pool of 5 nurses to get one into service. Hence, the first reserve of 25,700 nurses as of January 1 must be augmented to well over 50,000 to get the minimum of 10,000 nurses needed by the armed forces. It is, of course, anticipated that the needs of the Army and Navy will be greatly augmented.

The American Red Cross also has a second reserve of 43,408 nurses who are unavailable for military duty but are available for disaster, wartime epidemics,

<sup>3</sup> See exhibit B, Government and Civilian Nursing Services, p. 9956.

and to reinforce nursing staffs in civilian hospitals and in public health work related to civil defense. It is interesting to note that in World War No. 1 a total of 24,354 nurses were in service with the Army and Navy.

(c) *Procurement and assignment.*—The demand for nurses has led the subcommittee on nursing to consider some plan similar to that of the procurement and assignment service for physicians, dentists, and veterinarians, to adjust the needs of military and civilian services and to give recognition through insignia, buttons, or some other tangible device, to those who serve their country by remaining in necessary local civilian jobs. This is in the process of immediate consideration.

Inasmuch as the Army and Navy requirements are for graduate registered nurses, the only way this need can be met is by increasing immediately the number of students in schools of nursing and it will be necessary for some time to come to assist the schools in their expansion through Federal aid.

## 2. RECRUITMENT OF STUDENT NURSES

In view of the shortage of nurses and the fact that it takes 3 years to train a graduate nurse, the subcommittee on nursing estimated that instead of the usual 35,000 students a year in schools of nursing, it was necessary to raise the figure to 50,000 or an addition of 15,000. A committee on recruitment of student nurses was formed by the nursing council on national defense, the chairman of which was tied in with the subcommittee on nursing by making her special consultant on recruitment. Available figures indicate that the spring enrollments for 1942 would only bring the figures to 45,000, hence it was necessary to give quick emphasis to recruitment if the additional 5,000 well-prepared young women were to enter accredited schools this spring.

To this end, a State nursing council on defense was formed in each State, the first job being to form a recruitment committee.

A national, State, and local program of public information is now under way, leading off with statements from Mr. McNutt, Mayor LaGuardia, and the three Surgeons General.

It is a question if the accredited schools of nursing are equipped in terms of teaching staff, clinical facilities, and physical accommodations to take more than 50,000 students. Also, it is a problem to compete with other current opportunities for women in defense, and to attract more than 50,000 well-qualified candidates a year into professional nursing.

## 3. VOLUNTEER NURSES' AIDES

In order to make available, to civilian hospitals and health agencies, some assistance to the depleted graduate nurse staffs, the American Red Cross and the Office of Civilian Defense have jointly sponsored a program to provide 100,000 volunteer nurses' aides.

These aides work under the supervision of the graduate nurse and their training and supervision on the job make new demands on keeping up the number of nurse teachers and supervisors in civilian hospitals.

## 4. NURSING AUXILIARIES

It is recognized that in addition to graduate nurses and volunteer nurses' aides, the emergency situation calls for additional personnel whether on a pay or volunteer basis. To this end, a category of nursing auxiliaries has been set up.

# II. PROBLEMS DEALING WITH PROVISION FOR VARIOUS TYPES OF NURSING SERVICE

## A. HOSPITAL NURSING SERVICE

The reduction of medical personnel in hospitals is throwing added burdens and responsibilities on nursing staffs and the depletion of nursing staffs is requiring a new job analysis of those functions which may properly be shared with volunteer nurses' aides, auxiliary workers, and volunteers.

## B. PUBLIC-HEALTH NURSING

In total war, the need for adequate public-health nursing in each community is emphasized. In 1941, 700 counties of the country had no public-health nursing service of any sort and 31 cities with a population of 10,000 or more had no such service.

To meet the defense situation, the Emergency Health and Sanitation Act has made it possible for the United States Public Health Service to appoint public-health nurses. The State health departments have requested 500 nurses but the Federal funds have permitted employing only 151. These nurses are employees of the United States Public Health Service assigned to State health departments which, in turn, reassign them to local defense areas where they work under an official agency.

The lack of hospital facilities, particularly in rural areas, also makes it important that public-health nurses be available and that they give bedside nursing care as well as assist in communicable-disease control and health education.

The Farm Security Administration, under the Department of Agriculture, has 50 nurses in resettlements and provides funds for 50 nurses serving migratory camps.

## C. PRIVATE DUTY

As a contribution to defense, the American people will be challenged to curtail all forms of luxury nursing and instead of using private duty service as in the past it will be necessary to share nursing service and to develop what is known as group nursing.

## D. NURSING IN DISASTER AND IN EMERGENCY MEDICAL SERVICES

Through the Office of Civilian Defense, plans are made for the utilization of nurses and nurses' aides in field unit squads and also for the services of public health nurses in home visiting of the injured released from casualty stations and hospitals.

The American Red Cross also has a well organized plan of disaster nursing. At the moment, the Red Cross is arranging to send 75 second reserve nurses to the Hawaiian Islands for use in civilian hospitals. Also second reserve nurses were used in San Francisco to receive the wounded from Pearl Harbor and to assist them in getting to hospitals.

In case of an "incident" it may be necessary to pool all local nursing resources under one central service and to have flexible interchange of nurses in hospital, private duty, and public health service.

## E. NURSING IN FIRST AID

All nurses are being encouraged to take first-aid courses and as many as possible to prepare themselves to become instructors of first aid through the joint efforts of the American Red Cross and the Office of Civilian Defense.

## F. HOME NURSING

The American Red Cross is expanding home nursing classes setting as a goal at least one-half million participants this year. This requires a demand for many additional nurse teachers and provides a suitable opportunity for married nurses who can only give part-time service to make a valuable contribution to national defense. For this expansion, 15,000 part-time nurse instructors are needed, of whom 5,000 are already signed up.

## EXHIBIT A. GOVERNMENT AND CIVILIAN NURSING SERVICES

REPORT BY SUBCOMMITTEE ON NURSING, HEALTH AND MEDICAL COMMITTEE, OFFICE OF DEFENSE AND WELFARE SERVICES, FEDERAL SECURITY AGENCY, WASHINGTON, D. C., ON PRESENT PERSONNEL AND ADDITIONAL NEEDS FOR FISCAL YEAR ENDING JUNE 30, 1942

*Survey made Dec. 1, 1941*

	Nurses on active duty	Additional nurses needed fiscal year 1942	Estimated additional needs, fiscal year 1943
Government:			
Veterans' Administration .....	4,691	1,000	.....
U. S. Public Health Service:			
Hospital Nursing Service.....	950	350	.....
Public Health Nursing Service; (13 regular, 126 temporary on national defense; 3 temporary on nursing education for national defense).....	142	92	.....
Indian Affairs: (582 regular, 166 temporary).....	748	201	.....
Children's Bureau.....	7		.....
Army (see special page).....	6,811	8,030	2,211
Navy.....	828	700	.....
Civilian:			
Private duty.....	180,000	(?)	.....
Institutional.....	170,000	10,000	.....
Public Health (all services including Federal).....	24,000	10,000	.....
Student nurses.....	85,000	15,000	.....
American Red Cross First Reserve.....	20,549	30,000	.....

<sup>1</sup> Indian Affairs has 783 regular positions, of which 166 are temporarily filled and 35 are vacant at the present time.

<sup>2</sup> The American Red Cross First Reserve, by congressional action, is the official reservoir of nurses for the Army and Navy Nurse Corps. The 30,000 additional First Reservists are needed to meet the present expansion of our military forces.

## EXHIBIT B.—ORGANIZATION OF NURSING IN DEFENSE

[Reprinted from the American Journal of Nursing, volume 41, No. 12, December 1941]

The organization of nursing in defense on a Nation-wide basis is the responsibility of two major groups working in close relationship with each other. These are (1) the Subcommittee on Nursing of the Health and Medical Committee, Office of Defense Health and Welfare Services and (2) the Nursing Council on National Defense.

The Government has placed in the hands of the Subcommittee on Nursing all the responsibility for the education, procurement, and distribution of nurses in both military and civilian services for defense. In this emergency, the subcommittee acts as a "parent committee" utilizing every available agency and individual concerned with nursing to carry out the tremendous program. It may delegate and coordinate, but retains the final responsibility and authority for execution of the tasks involved. The subcommittee serves the Health and Medical Committee of the Office of Defense Health and Welfare Services and the Medical Division of the Office of Civilian Defense. It acts in an advisory capacity to the United States Public Health Service in the Federal aid program for nursing education.

The Nursing Council on National Defense, which coordinates all the defense activities of the national professional organizations, has the same objectives as the subcommittee. The chief difference is that the Nursing Council works with and through the national nursing organizations and their State and local constituent groups; whereas the subcommittee works with and through the Federal agencies. A two-way channel exists between the subcommittee and the Nursing Council for interchange and dissemination of information, consultation on programs, delegation of responsibilities.

The Nursing Council is the agency for focusing the interest and problems of the nursing profession as a whole, and makes available its facilities to both its own groups and the subcommittee.

These two groups are developing a realignment of nursing forces to meet emergency situations and a close integration of nursing with the vast health and welfare programs of the Federal Government. These factors are being considered



# The Organization of Nursing in *National Defense*

On this page are depicted the organizations and agencies which are guiding nursing in the national defense program. The solid lines connecting the units in this diagram indicate functional relationships. The broken lines indicate cooperative relationships.

## Nursing Council— on National Defense

- American Nurses' Association
- National League of Nursing Education
- National Organization for Public Health Nursing
- National Association of Colored Graduate Nurses
- Association of Collegiate Schools of Nursing
- American Red Cross Nursing Service

### EX OFFICIO MEMBERS

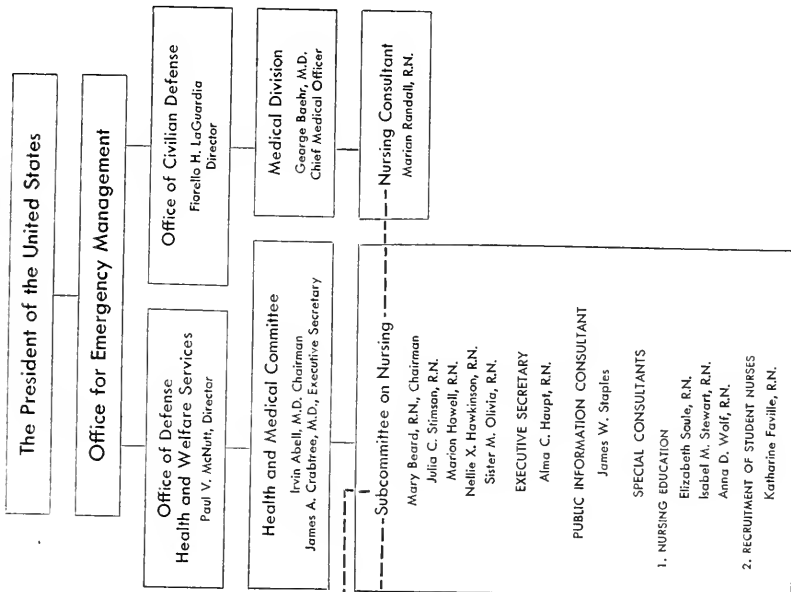
- Federal Nursing Services
- Army Nurse Corps
- Navy Nurse Corps
- U. S. Public Health Service
- U. S. Veterans Administration Office of Indian Affairs
- Children's Bureau
- Canadian Nurses Association
- Subcommittees on Nursing Staffs, of national nursing agencies, and the American Journal of Nursing and Public Health Nursing

### EXECUTIVE COMMITTEE

- Julia C. Stimson, R.N.
- Susan C. Francis, R.N.
- Sister M. Olivia, R.N.
- Stella Coastray, R.N.
- Marion W. Sheahan, R.N.

### EXECUTIVE SECRETARY

- Elmira B. Wickenden, R.N.



### Liaison to Subcommittee

- Federal Nursing Services
- Army Nurse Corps
- Navy Nurse Corps
- U. S. Public Health Service Hospital Division
- States Relations
- U. S. Veterans Administration Office of Indian Affairs
- Children's Bureau
- Office of Civilian Defense

### Subcommittee on Nursing

- Mary Beard, R.N., Chairman
- Julia C. Stimson, R.N.
- Marion Howell, R.N.
- Nellie X. Hawkins, R.N.
- Sister M. Olivia, R.N.
- EXECUTIVE SECRETARY  
Alma C. Haupt, R.N.

### PUBLIC INFORMATION CONSULTANT

- James W. Staples

### SPECIAL CONSULTANTS

#### 1. NURSING EDUCATION

- Elizabeth Soule, R.N.
- Isabel M. Stewart, R.N.
- Anna D. Wolf, R.N.

#### 2. RECRUITMENT OF STUDENT NURSES

- Katharine Foville, R.N.

from the long-range view of the reconstruction period, as well as of the immediate emergencies of the day. This involves a new and forceful approach to the same old problems of recruitment of better-qualified students, better schools of nursing, better conditions of work and pay for nurses, better distribution of nursing service, and more effective nursing legislation. Support also is given to the controlled preparation and use of nonprofessional workers and volunteers in nursing services.

To facilitate the work of the defense program of the Nursing Council and the subcommittee, an executive secretary has been appointed for each. Representatives will attend meetings of both groups for joint planning, and constant communication between their headquarters is carried on.

The Nursing Council on National Defense, of which Julia C. Stimson is chairman, is located at 1790 Broadway, New York, N. Y. The Subcommittee on Nursing of the Health and Medical Committee, of which Mary Beard is chairman, is located in the Social Security Building, Room 5654, Fourth and C Streets SW., Washington, D. C. The Medical Division of the Office of Civilian Defense, of which Marian Randall is nursing consultant, is located in DuPont Circle Apartments, Connecticut Avenue, Washington, D. C.

### TESTIMONY OF MISS ALMA HAUPT—Resumed

Miss HAUPT. Mr. Chairman and members of the committee, I thought it was interesting, on the day your request came to me, that I got the following letter from an American nurse in Brazil:

I wanted to write and ask you to try and send some nurses to Brazil. No one, in my experience in France, Turkey, Albania, and Italy, has made the friends for the United States of America that nurses have. To relieve human suffering is to win a friend, always, I find.

We are beset with many problems in nursing, at the moment, in relation to defense, but briefly we can divide them into two parts: One, that of educating and securing necessary personnel, and two, giving the kind of services that are needed and distributing those services in relation to the migration problem.

Under the question of providing sufficient personnel, we think, first, of the graduate nurse, and we have been making an inventory. We know there are 300,000 of them, and that the greatest problem in nursing is marriage; we no sooner get a nurse trained than she is apt to go off with the intern.

#### 20,000 INACTIVE NURSES

At any rate, on the basis of this inventory, there are 20,000 young, inactive nurses, who could be brought back into service. We are more or less trying to bring them back alive. We find the chief difficulty in bringing back the inactive nurses is that their feet won't take it.

Then we have the question of the distribution of graduate nurses for the Civil Service Commission, and all of the Federal agencies, and they are crying for help.

Briefly, our needs, as of December 1, which was before war was declared, were 11,000 nurses for the Army and Navy, 10,000 for institutions, and 10,000 for public health, making a total of 31,000 needed.

Now, the Red Cross traditionally enrolls the nurses for the Army and the Navy, and assures them of a good quality of nurses, but they report that they must have five nurses in order to get one, and that their present first reserve of about 25,000 would have to be raised to over 50,000 if the needs of the armed forces are to be supplied.

I might add that the needs of the armed forces now are secret, but we can anticipate a great expansion.

It is also interesting to note that in World War I a total of 25,000 nurses was used in the armed forces.

#### PROBLEM OF DISTRIBUTION

As Dr. Ramsey says, there is this very real problem of distribution. We are hoping to parallel what the doctors are doing in setting up some scheme whereby locally we can advise a nurse as to whether she is most needed in her community or most needed in the Army or the Navy.

The problem is particularly acute now because four base hospitals have been called out by the Army, and they will take nurses from Boston, Philadelphia, Cleveland, and St. Louis. Western Reserve alone will lose 34 of its best instructors. How to replace them is the question, and so we feel that the big problem is recruitment of more students into schools of nursing. We have set up a plan for including 50,000 in the schools, whereas normally there would be 35,000. Congress has implemented us with a Federal aid appropriation of \$1,200,000 to expand schools of nursing. There is very definite need that that appropriation be continued and increased, and plans are being made along that line.

Now, because we are short of nurses, we are also cooperating with the Red Cross and the Office of Civilian Defense in the preparation of volunteer nurses' aides. But there aren't enough of them, so we are now looking into this question of what might be called a group of nursing auxiliaries, which would include the N. Y. A. and the W. P. A. and others, who may give assistance in the nursing field.

So much for the question of personnel.

Now, with relation to the problem of providing types of service.

#### TYPES OF SERVICES

I think we are going to have to do a new job analysis in hospital service, because many nurses now are having to do the work the doctors did before, and it means that the nurses, in turn, will have to slip some of their jobs to these nonprofessional workers, and there will be a great many adjustments to make.

In total war adequate Public Health nursing is more important than ever, and as you doubtless know, through the Public Health Service, 150 Public Health nurses have been assigned for defense areas. Five hundred have been requested by the States but they could not be supplied because of lack of funds.

The lack of hospital facilities, particularly in rural areas, ties in with what Dr. Eliot said in emphasizing the need for nurses. I don't know any group that can give security to families more than the nurses who actually visit the homes.

You know that the Farm Security Administration provides 50 nurses for resettlements and 50 for migratory camps. One of the biggest changes that may have to occur is in the population which uses private duty nursing. We may have to ask to curtail what might be called "luxury nursing" and use group nursing, whereby one nurse serves three or four people.

That is a real challenge to the public itself.

And then, in disaster and emergency, we have the plans of the Office of Civilian Defense whereby nurses are formed into squads under doctors, and where the Public Health nurses are asked to stay at their own posts rather than rush to an emergency, because they may be very much needed later.

#### RED CROSS TRAINING COURSES

Also, the Red Cross is calling upon nurses to help teach first aid. First of all, every nurse should take a first-aid course. We all get rusty. Secondly, they are needed to teach first aid; and finally, the Red Cross is expanding its home nursing program, feeling that one of the soundest ways of promoting morale is to be sure that in every single home there is someone who understands the fundamentals of simple home nursing and the fundamentals of first aid.

Now, who else other than the public health nurse gets into the home itself for that type of teaching? And so the Red Cross is asking for 15,000 part-time nurses to teach home nursing. Five thousand are already enrolled. That gives an opportunity for the married nurses, who can only give part-time service, to find a very useful place in the defense program.

The sum total of all of this is that we have a program to try to meet these needs. We will need additional facilities, in terms of funds, and in terms of expansion of program, and we certainly are going to have to work for mobility in nursing, changing nurses from concentrated areas, perhaps, where they may have been needed before, to the rural areas, if an incident occurs, and I can assure you that the nursing profession appreciates this opportunity of presenting its problem. Especially we would like to thank Congress for the appropriation that was made for nursing education.

Dr. ATWATER. Miss Haupt named some of the other foundation stones. One of the medical specialties acutely needed at the moment is that of industrial hygiene.

Dr. Townsend, who is the chief of the industrial hygiene division of the National Institute of Health, is here.

Dr. Townsend, may we hear from you at this point?

#### **TESTIMONY OF DR. JAMES G. TOWNSEND, MEDICAL DIRECTOR, INDUSTRIAL HYGIENE DIVISION, NATIONAL INSTITUTE OF HEALTH, WASHINGTON, D. C.**

Dr. TOWNSEND. Mr. Chairman and members of the committee, I will be very brief in stating this problem.

In Bethesda we are vitally concerned with the health and welfare of the workers of the Nation.

There are about 50,000,000 gainfully employed people, of which about 30,000,000 are in the industries per se.

Now, the man-days lost per year from sickness are about 400,000,000, or a million years per year—enough sickness to close down a thousand plants per year, each plant employing a thousand workers; and yet 90 percent of the illnesses are not occupational. They are not the illnesses that come from accidents through faulty machinery or unprotected machinery, or from toxic fumes and gasses, but from

the ordinary common cold, pneumonia, stomach troubles, and the things that you and I would have.

This problem will probably be increased on account of the fact that the young, active, virile men will be called to the colors, and the older men, youths, and women will take their places in industry. Quite frankly, management expects that; they have told me so. These women and older men will be thrown into new environments and will probably be subjected to more industrial hazards than those younger men who have been trained in industry.

Then, too, there is the question of the night shift, which is making some difference in the change of environment. People have to sleep all day and go on shifts at night, which disturbs their morale somewhat, also their nutritional basis. That has to be looked into.

#### INDUSTRIAL HYGIENE

Well, of course, the backbone of this thing is to get a medical set-up into the plants, but unfortunately the great majority of industries and plants in this country are small plants, employing 500 people or less, and have no medical service whatever.

The larger plants have very good medical service. What we are doing is working through the State health departments, especially those that have divisions of industrial hygiene. We are trying to work with them in stimulating these plants to provide medical service.

The managements have told me more than once that the keystone of their morale is through the medical service, because the workers go to the doctors and the nurses with their troubles, and they are very often able, through job placement, to put an individual in the environment where he can best work and serve.

Now, through the emergency health and sanitation appropriations which the Congress has given us, we have been able to place on duty in various States industrial engineers, industrial physicians, and chemists. These not only open up new fields of endeavor, where such work has never been done before, but augment existing work, because some States, frankly, have not been able to carry on the extra load. We have about 37 such persons now scattered among 16 States. We also have some personnel in the Tennessee Valley Authority.

The doctors at these plants advocate a preemployment examination, and a periodic examination, especially in those trades such as radium dial painting, or in the manufacture of TNT or where benzol is used.

I think the vaccination and inoculation program—vaccination against smallpox, inoculation against typhoid—is especially important because of the migration of workers from industry to industry.

We also emphasize the importance of nutrition and the augmenting of the nursing personnel in industry. Managers have come to me and said, "Doctor, we would be very glad to have physicians in our plants, but we don't know where to get them. We can't find trained doctors whom we can employ." There is a means to remedy that, providing we can get the physicians, and I think we can.

The Office of Education, through an appropriation, has funds to give intensive 6-month courses to engineers, physicists, and personnel managers, but in the bill there was no provision made for physicians.

In the conferences that I have had with the Office of Education I was told that there was no way to send physicians to these schools for instruction, because there was no provision for it in the bill. I would like to suggest that the language be changed so that we can send a few physicians to these colleges through the Office of Education. I think that would help.

I am not proposing that the Federal Government, per se, give medical treatment to every industrial worker; that would be quite an impossible task.

We do, however, feel that those who are hurt on the job should be treated. Through a system of health education, and through the cooperation of the local medical societies, we try to bring the worker and the local physician together. We are also working along the same lines with the dentists. We do not have the same difficulty in the ordnance plants.

#### PUBLIC HEALTH SERVICE INSPECTION OF PLANTS

The Public Health Service has been assigned the duty of inspection of all Government-owned, Government-operated, and contract-operated ordnance plants, loading depots, aircraft plants, and so on. We have already inspected about 30 such plants, and have a contract to inspect and evaluate 55 more.

With the Army-owned and Army-operated plants the Surgeon General's office puts in the necessary recommendations and appliances; in the Government-owned and contract-operated plants, the various companies that have contracts with the Government are expected to put in the necessary corrections. As I said before in dealing with larger plants we do not have that difficulty; our difficulty is mostly with the smaller plants.

We are doing the best we can with a situation which is growing in importance, through frequent visits to the field; to supply States with doctors, engineers, and chemists; and also to supply them, on a lend-lease basis, with certain laboratory equipment needed in the examination of dust and various atmospheric samples for toxic gases.

In our research laboratory we are now carrying on about 95 separate problems, all connected with defense and the war effort.

Our laboratories are also accessible to any State, county, or city that wants some special work done in connection with their industrial work. At the present time 36 States, 4 cities, and 2 counties have industrial hygiene bureaus that are in operation.

I just want to emphasize again, in closing, that we are trying to bring this message to the factory and to the worker, through the existing State organizations.

Dr. ATWATER. Dr. Huntington Williams has, for more than 10 years, been the Commissioner of the Department of Health in Baltimore, and he was formerly connected with the New York State Department of Health.

He is one of the fully trained, competent health officers of the kind to whom we referred. Dr. Williams, may we hear from you at this point?

**TESTIMONY OF DR. HUNTINGTON WILLIAMS, COMMISSIONER,  
CITY DEPARTMENT OF HEALTH, BALTIMORE, MD.**

DR. WILLIAMS. Mr. Chairman, I would like to focus my remarks on a local level. My comments concerning the city I represent are an effort to reply to the spirit and the letter of your investigation. The problems on the outskirts of the city, in the rural areas, and in other parts of the country are not likely to be entirely similar to what we have in this particular community which is given as an experience.

At the hearing held in Baltimore on July 1, 1941, by your committee I testified, in connection with facts then available, on the impact of defense in-migration in Baltimore City on the public health services in that city.<sup>1</sup>

Baltimore has, in general, so far as I know, no acute public health problems growing out of current defense concentrations of people that are fundamentally different from those recorded on July 1.

The Baltimore City Health Department, founded on two major public health ordinances enacted in 1797, the year the city was founded; has been carefully nurtured during the past 50 years and today receives a budget from purely local tax money of 99 cents per capita, for a population of 865,000 people. These local appropriations have made it possible to give reasonably adequate public health protection to the city, including the thirty-odd thousand defense in-migrants that have come into Baltimore during the year 1941. As yet the load of work has not become too great for us to carry.

As previously pointed out there is a housing shortage,<sup>1</sup> but this situation was acute in Baltimore, especially for Negroes, before defense in-migration came upon the scene. The city housing ordinances during the past year have been amended and greatly strengthened from the public health viewpoint, and the city health department housing program, which is a long-range one, is proceeding so far without any severe disruption due to defense in-migration.

In an effort to reach new families as they come to Baltimore, the city health department has secured the cooperation of local industries and of the city housing authority and has been receiving business reply postcards entitled "Parent's register for health service" and "Family record" through these two sources.

These cards are submitted for your review.

(The cards referred to above are as follows:)

**BALTIMORE CITY HEALTH DEPARTMENT**

**ADMINISTRATIVE SECTION**

**PARENT'S REGISTER FOR HEALTH SERVICE**

The city health department is anxious to make health services available to every family in Baltimore, including those newly arrived in the city. Will you kindly fill in the following information?

Names of parents.....  
 Baltimore address.....  
 Number of children under 6 years of age.....  
 Number of children 6 years of age or older.....

<sup>1</sup> See Baltimore hearings, pt. 15, p. 9506.





public schools heightens the possibility of infection and protest, as have the Middle River parents, school sessions when the infection is known to be in the community.

Parents should try to remember, however, that theirs is the layman's point of view; that health officers, who are responsible for the public welfare and whose reputations depend upon their judgment in such matter, do not share the apprehensions of the layman. The health authorities know how many poliomyelitis cases there are and where they are. If they had reason to believe that opening of a public school in any given locality would expose the community to danger of a polio epidemic it is reasonable to suppose that the schools would not be opened. It should be reassuring, rather than alarming, to note that public schools are open with the full approval of State and local health authorities.

These guardians of the public health are persuaded, strange as it may seem to parents, that children are in closer contact with each other outside of school than they are inside. At school they sit at their desks, separated by some feet, throughout the day. At play they tussle, wrestle, come into bodily contact continually. Moreover, there is no evidence to prove that children contract poliomyelitis from children any more than they do from adults. It is entirely possible that the virus is carried by well persons, which may mean the parents, who are so anxious to keep their children near them. Finally, it is to be noted that poliomyelitis epidemics get their start and reach their peak during the summer months when schools are closed.

#### FOUR NEW CASES OF POLIO IN BALTIMORE LAST WEEK

[The Sun, Baltimore, Sunday, October 5, 1941]

Four new cases of poliomyelitis in Baltimore last week were reported by the Health Department yesterday to Mayor Jackson by Dr. Huntington Williams, health commissioner.

On the subject Dr. Williams said, "It is of interest to note that the public is slowly learning some important theories about infantile paralysis; namely, that the risk of any city dweller contracting poliomyelitis is certainly much less than one chance in a thousand; that the virus is not spread by inanimate objects like iron lungs or respirators but from person to person, probably chiefly by healthy adult carriers; and that the 999 or more become immune in this way without ever showing any symptoms or signs of the process having taken place."

#### TESTIMONY OF DR. HUNTINGTON WILLIAMS—Resumed

DR. WILLIAMS. The first release had to do with the question of whether schools ought to be kept closed a little longer at the end of the season, and the reasons why that should not be done, which is the accepted theory of most experts, and the second release dealt with the amount of risk that a given family might expect in having its own child stricken with this terrible disease, a matter which has caused great lack of morale during the polio season, and where the public thinking has not been very straight.

In this connection I would like to quote from the views expressed in this news release, which is under quotes from health department sources. I bring this in because it has to do with public morale at a given moment from the public health point of view.

It is of interest to note that the public is slowly learning some important theories about infantile paralysis; namely, that the risk of any city dweller contracting poliomyelitis is certainly much less than one chance in a thousand; that the virus is not spread by inanimate objects like iron lungs or respirators, but from person to person, probably chiefly by healthy adult carriers; and that the 999 or more become immune in this way without ever showing any symptoms or signs of the process having taken place.

Now that being put before the public gave them some strengthening of morale when they were worried as to whether their child had a great or slight chance of being stricken with this disease. Common sense

would tell them that the chance was slight, if they would count on the fingers of their two hands the number of their own personal acquaintances that had ever suffered. Still it is a terrifying affair and there is need for enhancing morale. These releases, it is felt, did something to allay public apprehension.

I was asked to say a few words regarding public health in England during the past year. While in England as consultant to the United States Office of Civilian Defense in July and August 1941, studies were made on air-raid medical services, but there was little opportunity to study public health administration or health problems at close range. These matters were studied in England by Dr. Thomas Parran, Surgeon General of the United States Public Health Service in February 1941, and by Dr. Martha Eliot.

Fortunately an excellent report on the matter has just appeared in the December 1941 issue of the American Journal of Public Health by Sir Wilson Jameson, Chief Medical Officer of the British Ministry of Health, entitled "War and Health in Britain" and the attention of the House committee is respectfully drawn to Dr. Jameson's record, and if you will permit me I would like to submit this article for inclusion in the record.

(The article referred to above is as follows:)

#### WAR AND HEALTH IN BRITAIN<sup>1</sup>

REPORT BY SIR WILSON JAMESON, M. D., HON. F. A. P. H. A., CHIEF MEDICAL OFFICER OF THE MINISTRY OF HEALTH, LONDON, ENGLAND

When I received the invitation of the American Public Health Association to attend its seventieth annual meeting, the Minister of Health, Mr. Ernest Brown, realizing the importance of the occasion, was insistent that I should let nothing stand in the way of my acceptance. I myself appreciate deeply the compliment you have paid me, and I am particularly glad to have the opportunity this evening of thanking you in person not only for the invitation but also for the honor you did me a few years ago in electing me an honorary Fellow of the American Public Health Association.

If you asked the medical officer of health of one of the large cities in Great Britain how the war had affected his work, he would probably tell you that about 90 percent of his time was spent on emergency duties and only about 10 percent on the more familiar tasks of peacetime administration. By this he would not mean to imply that he had almost wholly forsaken the practice of public health but rather that the perfecting of schemes for the prevention of mutilation and death from air attack had tended to take the place of plans for the prevention of disease and that a totally new set of problems had been thrown up in consequence of the war. Health departments with their staff of doctors, nurses, and sanitary inspectors have in the past shown themselves capable of dealing with most types of emergency, so new duties are apt to be placed upon them sometimes to the detriment of their existing and no less important tasks. I shall try to give you some idea of how the work of our public health departments has been affected during the past 3 years and to show you that the major disasters we feared have not yet occurred, whereas matters we thought of small moment have assumed unexpected importance. In all wars there is a reversion to fundamentals and this war offers no exception to the rule.

#### ORGANIZATION OF POPULATION MOVEMENTS

First of all we have experienced enormous movements of certain sections of the population from one part of the country to another. During the first 18 months of war over 2½ million mothers and children in England and Wales were transferred, under official evacuation schemes, from our big cities to smaller towns, villages, and the countryside, where they were in the main billeted in private houses. Many of these people have been evacuated two, three, or even four times

<sup>1</sup> Address at a special session on "Meeting the Public Health Emergency in Great Britain" of the American Public Health Association at the seventieth annual meeting in Atlantic City, N. J., October 16, 1941.

for, as bombing became less frequent, there was a drift of evacuees back to the towns from which they came. Well over a million of these people are still in billets. It is fortunate that our housing improvements of the last 20 years gave us the house room to absorb this army without overcrowding, and that our householders accepted this invasion of their cherished privacy with tolerance and good will.

All this took a great deal of organization and, on the whole, the machine worked with commendable smoothness. But think what it meant to the health services. Maternity and child welfare workers, school doctors, dentists, and nurses had to follow the families to the reception areas. Schools, hospitals, clinics, and other premises were insufficient to cope with the great additions to the local populations, so new premises had to be provided. Staffs were hard to find. Difficulties, which in the past had appeared small and easy to deal with, were magnified. Many of the town children were discovered to have lousy heads in spite of the efforts that had been made to free them from vermin. This had to be dealt with promptly in rural areas where facilities for cleansing were not so readily available. Bed-wetting in unaccompanied young children became a problem of first-rate consequence. Scabies increased greatly in incidence. Difficult children—a term which covers a multitude of conditions—required special measures for their management. And all this happened in quiet, peaceful areas where prior to the war little thought had been given to such matters. Yet they have been dealt with. Treatment centers have been established, psychiatric social workers have been appointed, welfare workers have helped with billeting difficulties, and gradually the great experiment of turning the city dweller into a village resident is proving successful. And was not such an experiment well worth all the trouble we have had?

The congestion in the cities of Great Britain has been the cause of all sorts of social evils, and if we can get even a small proportion of our people to return to the land whence most of them originally came we shall have done well. Large numbers of emergency maternity homes have been established up and down the country in safe areas where normal confinements have been conducted with the best possible results. Expectant mothers are billeted near these homes for a few weeks prior to their confinement, and attempts are made, not always with success, to keep the mothers and their infants in the country for some time afterward. We hope many of these country maternity homes will remain as permanent institutions. Then there are hundreds of war-time residential nurseries for children under 5. While no one wishes to see very young children separated from their parents for long periods of time, we think we may be able to retain many of these nurseries as convalescent homes to which children may be sent, in happier days, from our child welfare centers. So far as the value of evacuation schemes is concerned, the main argument in favor of removal of selected groups from target towns lies in the fact that the age group 5-15 years—which has contributed a much higher proportion of evacuees than any other—has shown much the lowest death rate from "enemy action."

In addition to the official schemes for the mass movement of selected persons, there has been of course a great deal of unofficial movement of people from one area to another. There has, too, been the recruitment of millions of men and women into the fighting services, many of whom have been billeted in various parts of the country. Finally great numbers of men and women have had to be taken from their homes to work in the factories that are everywhere being developed. All these comings and goings of the people have destroyed home life. No one's home is his own—he is either living in some other person's home or sharing his own with total strangers. It requires little imagination to conjure up the possible complications of such a state of affairs, and yet we have endured 2 years of the war without any obvious deterioration of health—and, it is hardly necessary to add, with an increasing determination to see this business through to the end. In making evacuation a success the health officer and his staff have played a leading, if unaccustomed, part.

#### HOSPITAL SERVICES

In order to deal promptly and efficiently with air-raid casualties and with cases of illness in the services and in evacuated persons, emergency medical, hospital, and laboratory services had to be established. A great deal of additional hospital accommodation was provided by adapting and equipping existing buildings and by erecting hospital huts in the grounds of existing institutions. It is estimated that we have some 400,000 hospital beds in England and Wales available within the emergency scheme. So far as possible, additions to hospitals have been made

with an eye to their future use in times of peace. The plan that has been developed of transferring much of the hospital accommodation from the center of our towns to situations in the country is one that many of us would like to see a permanent feature of hospital reorganization. Some of our hospitals have been so damaged that they will have to be rebuilt. It would be folly to rebuild them on crowded and unnecessarily expensive sites. With modern means of transport it is possible to move patients in comfort considerable distances, and I for one look forward with confidence to some redistribution of our hospitals in the years to come.

It was thought necessary at first to keep large numbers of beds empty and staff standing by, ready for the reception of casualties of all kinds. Experience so far has shown that we overestimated the need for such a big reserve. The result has been that these hospital beds have been used more and more for civilian sick and we are rapidly getting something in the nature of a national hospital service—without our being fully aware of the change that is taking place. As these hospitals are grouped and administered, for wartime purposes, in regions, we are coming to the belief that the proper method of providing adequate hospital services for the benefit of the public is on a big regional basis, and already schemes are being discussed for future hospital provision on these lines. As our counties and cities own many large hospitals, medical officers of health are of necessity intimately concerned with such proposals and are helping to solve the problem of so coordinating the work of both voluntary and municipal hospitals that the public will get the best possible service.

We very naturally dreaded the appearance of serious epidemic disease in the unusual conditions in which people were living, and in order to assist early diagnosis we established a system, under the management of the Medical Research Council, of emergency public health laboratories covering the whole country. Some of these laboratories were new creations; others, which had been in existence for years, were brought into the scheme. As a result, every medical officer of health has now a first class laboratory within a maximum radius of 30 miles. Not only does the laboratory do all the bench work needed, but the staff go out and help with the field work. This is in the best tradition of your own admirable United States Public Health Service, and it will be a great disappointment to me if we do not retain these indispensable epidemiological units after the war.

#### AMERICAN RED CROSS FIELD HOSPITAL UNIT

I am delighted to tell you that the most complete of all these units at our disposal is the American Red Cross Harvard Field Hospital Unit under the direction of our mutual and respected friend Dr. John Gordon, professor of preventive medicine in the Harvard Medical School. This unit not only provides us with some 130 beds in novel and efficient prefabricated buildings; it gives us as well a first class laboratory and mobile epidemiological teams of doctors and nurses. Already we have used these teams in various parts of England and it is of interest, though I really do not know why we should have imagined otherwise, that such a team, immediately on arrival in England and without spending any time on local introductions, can set about the difficult task of case finding and follow-up in a typically British town. In so doing I am assured that they feel just as much at home and meet with just as much success as they would in their own part of the world. Dr. Gordon has been appointed official United States liaison medical officer with the Ministry of Health and his advice and help are being constantly sought. Public health in America could have made no more valuable contribution to our war effort than by sending us this admirable unit. I hope to see much of its practice embodied subsequently in our own epidemiological plan.

One of our fears was that, with the inevitable damage to water mains and sewers by bombing attack, there would be a great increase in the incidence of typhoid fever. Happily this fear has not been realized. In London, for instance, every type of water main has been broken in every conceivable manner. Sewers have emptied their contents into large trunk mains and polluted the water over great distances. One main, 4 feet in diameter, has been broken no fewer than 11 times, and the number of times mains have been damaged amounts to thousands. This is understandable when we recollect that the system of mains in London is over 8,000 miles in length. The disinfection of mains under repair by means of chlorine, in a strength of 10 parts per million and with a period of contact of 15 minutes, has, however, proved an excellent safeguard, and I am happy to say that neither in London nor elsewhere has there been any outbreak of typhoid fever due to damage to mains and sewers as a result of air raids. On the other hand, we have had quite a number of epidemics of paratyphoid fever traceable in a majority of

instances to infection associated with premises where bread and various kinds of pastries are made.

The war has helped us to make real progress with our scheme for the immunization of children against diphtheria. Last November the Government decided to issue supplies of alum precipitated toxoid free to all health authorities and this provided the necessary official backing and stimulus for the movement. I cannot give you the figures of the numbers immunized so far—we have called for returns up to September 30—but we have evidence that a great deal has been accomplished in the past 8 or 9 months. We are finding difficulty, of course, in bringing in the children below school age in sufficiently large numbers, but we hope that with continued publicity even this trouble will be overcome.

#### AIR-RAID PRECAUTIONS

In addition to devising a hospital and laboratory system to meet our anticipated needs we had, of course, to work out a whole scheme of air-raid precautions—or, as we now know it, A. R. P. This meant the creation of first aid or stretcher parties who travel at once to the scene of what is called an incident and assist in finding casualties and in applying the necessary first aid treatment. First-aid posts had to be established, to which the less severely injured are directed. Ambulance services had to be built up, air-raid shelters had to be provided, and cleansing centers for decontaminating persons affected by mustard gas had to be planned. In addition rest centers for bombed-out persons had to be found and equipped, and there are now some 13,000 of these in Great Britain with accommodation for over a million people. A large staff had to be assembled and trained and retrained in the light of new knowledge and experience, and in all of this the medical officer of health was heavily involved. Indeed, it is this work that has occupied by far the greater part of his time in certain areas.

The air-raid-shelter problem has been one of no little difficulty. Domestic shelters and street surface shelters had been prepared against the onset of raids, but when night bombing began a year ago the public took the law into their own hands and invaded deep "tube" stations and other underground spaces where they felt themselves to be in greater security. These places had not been prepared as dormitories, and sanitary and other arrangements were sadly lacking. Soon, however, provision was made for proper equipment and supervision. Large numbers of shelters have been fitted with bunks; water-flushed toilets have been installed where possible; medical-aid posts have been established in all large shelters with doctors and nurses in attendance—incidentally much health education work is carried on and many children have been immunized against diphtheria in these shelters; canteens are available and entertainments of various kinds provided. And now it is right to say that reasonable shelter provision has been made for a very large mass of the people. For example, by last April the total capacity of public and domestic shelters in the county of London amounted to 2½ million persons. A census taken on April 7 showed that some 23 percent of the people spent the night either in public shelters or in privately provided domestic shelters—about 8 percent being in public shelters including the deep "tube" stations. The rest of the people just stayed in their own homes or else used shelters provided by private means. It is of interest that we have had no epidemic disease associated in particular with shelter users nor has the incidence of vermin among such persons increased.

#### THE INDUSTRIAL WORKER

So far this war has been for us a war in which industrial workers have played an almost larger part than the members of the fighting services. It is fitting therefore that I should say something of the conditions under which industry is being carried on and of the health of the persons employed. One of the penalties of a democracy appears to be that it takes a long time to get into its proper stride. This was so in Great Britain but the pace has been steadily increased and a gigantic effort is now being made. There have been many difficulties to overcome. New factories have had to be built, often in remote parts of the country. Workers have had to be drafted to them, and living accommodation found or provided for them in the neighborhood, or special means of transport to and from their homes arranged. Many workers have joined the services, so new entrants to industry have had to be trained, and women in large numbers are taking the place of men. All factories have to be blacked out as a precautionary measure against air raids—this raises problems of lighting and ventilation. Bombing attacks may be made while people are going to or leaving their work.

Shopping for the family becomes very difficult when the womenfolk are employed in factories. Young children must be cared for while the mothers are at work, so wartime day nurseries are being everywhere established—often with the generous help of American well-wishers. Special arrangements have to be made for medical care and welfare work in the new factory areas.

After the evacuation of Dunkirk and the collapse of France in May 1940, a tremendous effort was put forth by industry. Longer and longer hours were worked, and it is interesting to record that in many factories there was actually a higher hourly output of work at the same time. This, however, as we knew from experience, could not last, and gradually output began to fall as a result of strain and fatigue. Time began to be lost through sickness and injury and workers became stale. Had the long hours continued there would undoubtedly have been a serious effect on health and efficiency. So a reduction of hours was introduced and some provision was made for holidays. It is true to say that there is little to gain and probably more to lose when the weekly hours of work exceed 60-65 for men and 55-60 for women.

In spite of what our people have been through, I am glad to have the assurance of the Senior Medical Inspector of Factories that he finds no evidence that in general the health of the industrial worker has suffered materially. War conditions have, of course, resulted in the increase of certain industrial poisonings. The most noteworthy increases are associated with the processes involved in the manufacture of TNT and are revealed in aniline poisoning, toxic jaundice, and in poisoning from nitrous fumes. There is, too, a higher incidence of poisoning from carbon monoxide owing to the greater use of blast and other furnaces in the making of munitions. In order to safeguard the health of factory workers the Minister of Labour has issued an order making compulsory, when thought necessary, medical supervision and nursing and welfare services in any factory concerned with the manufacture of munitions of war. In consequence, well over 100 full-time and nearly 400 part-time doctors have been appointed in munition factories as well as very large numbers of nurses. Welfare work too is spreading rapidly both within and in the districts surrounding factories. It is satisfactory that many factory owners who originally accepted such supervision with great reluctance have later expressed their appreciation of its practical value. We hope this increase in medical care and in welfare work in factories will become a permanent part of our industrial organization.

Before I leave the subject of industry, may I quote a few words from a report by the Senior Medical Inspector of Factories? Speaking of women, he says:

"Of their keenness to do what they are required to do I have nothing to add to what is general knowledge, and, so far as it is possible to judge, the work upon which they are employed is well within their capacity. The idea that the ordinary conditions of work must be improved because women are to be employed is, I consider, unsound. In general, if the conditions are unsuitable for women they are equally unsuitable for men. It is true that some types of work are of themselves unsuitable for women but that is an entirely different matter. At present there is work that has to be done that is a hazard to health and to life, both to men and to women, whatever precautions may be taken. The women, I believe are willing to share this risk with the men."

#### SPIRIT OF THE CIVIL POPULATION

You may ask how the civil population has stood up to the frightfulness they have had to endure. I may say right away that their spirit has been splendid and that, if anything, the women are even stouter-hearted than the men. As regards neurotic illnesses, here are the conclusions reached in a quite recent report to the Medical Research Council:

"Air raids have not been responsible for any striking increase in neurotic illness. Crude figures from hospitals and outpatient clinics even suggest a considerable drop.

"Reliable data from London and Bristol, and the impressions of good medical observers, indicate that after intensive raids there is a slight rise in the total amount of neurotic illness in the affected area, occurring chiefly in those who have been neurotically ill before. Neurotic reactions may not show themselves for a week or 10 days after the bombing; they usually clear up readily with rest and mild sedatives. Hysteria is uncommon, anxiety and depression are the commonest forms of upset.

"The incidence of neurotic illness has been low in fire-fighters and other workers in civil defense.

"Insanity has not increased, so far as figures are to hand, though more persons with senile deterioration have been admitted to mental institutions than before, because their relatives could not any longer look after them or the raids had in other ways disturbed their routine and their precarious adaptation. The same was true of some defectives.

"Suicide has diminished both in England and in Scotland.

"It is impossible to distinguish between neurotic illness due directly to air raids and that which may follow such secondary troubles as disruption and loss of one's home, evacuation, difficulties in transport to and from work, or temporary loss of employment. It is to the war as a whole, with its accumulated stresses, that people have had to adjust themselves, and signs of failure to do this can be taken as warning signals of neurosis. An increase in alcoholism would be such a sign; there is no evidence that there has been any increase of this sort. The rise in road and industrial accidents has been considerable; many causes are at work, the psychological ones among which have not been analyzed. There has similarly been a rise in juvenile delinquency; this cannot be regarded as tantamount to a rise in juvenile neurosis, but it suggests that the same environmental factors are at work as conduce to neurosis.

#### FOOD RESTRICTIONS

And now a few words about rationing and how the people are faring in spite of some food restrictions. Only certain foods are rationed; these are meat, bacon, margarine, lard or cooking fats, cheese, tea, sugar, and jam. We have to register for milk and certain categories of the population are given priorities for milk, namely: expectant and nursing mothers and children up to the age of 18. Adults get what is left over, while persons suffering from certain kinds of illness have special privileges. Under the national milk scheme, mothers and children under 5 may obtain a pint of milk a day at a price of just over 3 cents or, if need be, free. School children, under the milk-in-schools scheme, may purchase, or be given without charge, in school, two-thirds of a pint daily at a cost of less than 1 cent for one-third of a pint. These school children, together with young persons between the ages of 14 and 18, may have delivered to their homes an additional half-pint of milk a day at the ordinary retail price (at present about 7 cents a pint). During this year more than 3,000,000 persons have benefited under the national milk scheme—276,000 expectant mothers, 73,000 infants under 1 year, and 2,700,000 children aged 1 to 5. In addition,  $2\frac{3}{4}$  million children are getting milk under the milk-in-schools scheme.

A national wheatmeal loaf, made from 85 percent extraction flour, is marketed at the same price as white bread, and the medical profession has always urged that it should be made the standard issue for the country. It has, however, been decided as a matter of policy that both types of loaf should be available, but that white flour should be enriched by the addition of thiamin. Vitamins A and D are added to all margarine, and preparations containing vitamins A, C, and D are available for all expectant and nursing mothers and for young children.

A careful survey of the diets of 103 London families made in the spring of this year showed interesting results (table D).

The fact is that for a beleaguered citadel we are being very well fed indeed. There are difficulties in the distribution of foodstuffs. In some districts shopping is a much more troublesome business than in others. But sufficient food is either being produced in or is being brought into Great Britain to keep us all in good heart and fit for a pretty heavy day's work. The best way of overcoming distribution difficulties is, we think, by extending communal feeding. One of our aims is to provide as many children as possible with a midday meal in school—I believe this will become a permanent part of our educational program. At present about 6 percent of our school children are having a school dinner. The numbers are increasing rapidly and we hope during this winter to feed many more. Canteens for factory workers, miners, dock workers, and building operatives are springing up everywhere. Nearly all the factories in which we can require the establishment of canteens serving hot meals have already made, or will shortly have made, such provision. British restaurants, financed by government, where the whole family may get a good meal at a cheap rate already number over 1,000—another 400 will soon be opened. All these arrangements tend to make possible the eating of one square meal a day and enable the women of a household to enter industry without the worry of knowing how their families are to be fed. Of course, it is not easy to get together the equipment needed for communal feeding on such a vast scale, but it is being done with all possible speed. The old idea that an Englishman's house was his castle behind the walls of which he secured himself

against all comers is no longer true. He has to share his castle with any person who may be officially billeted on him and, more than that, he may no longer eat his roast beef before his own fireside. If he wants a good meal at a cost within his means he may have to collect his bowler hat and his umbrella and betake himself to some communal feeding center. We are becoming a very different people from the race continental caricaturists poked fun at for so many years.

TABLE I  
CONSUMPTION OF NUTRIENTS PER DIET HEAD DAILY

Food expenditure per diet head, weekly	Calories	Protein g.	Carbo- hydrate g.	Fat g.	Calcium g.	Iron mg.	Vitamins I. U.		
							A	B <sup>1</sup>	C
Under 5s. (A).....	1,740	49	248	57	0.37	7.5	2,341	258	758
5s. to 7s. (B).....	2,090	59	283	75	.51	9.3	2,675	326	953
7s. to 9s. 6d. (C).....	2,405	70	303	94	.60	12.0	3,646	403	1,046
Over 9s. 6d. (D).....	2,747	79	352	105	.77	12.1	3,847	452	1,254

ACTUAL INTAKE EXPRESSED AS PERCENTAGE OF REQUIREMENTS BASED ON LEAGUE OF NATIONS STANDARDS

Food expenditure per diet head weekly	Calories	Protein	Calcium	Iron	Vitamins		
					A	B <sup>1</sup>	C
Under 5s. (A).....	80	80	34	75	79	98	128
5s. to 7s. (B).....	91	95	48	95	90	125	162
7s. to 9s. 6d. (C).....	105	110	56	117	124	154	180
Over 9s. 6d. (D).....	120	128	77	124	130	173	216

#### ASSESSMENT OF NUTRITION

It is not sufficient to make dietary surveys and to calculate the calorie and other values of the food eaten. We must make as best we can some kind of actual assessment of nutrition in groups of the population in various parts of the country. The method of clinical assessment originally advocated by the Board of Education in respect of school children is much too dependent upon the whims and fancies of individual investigators. Some more accurate method must be used. We have a group of nutritionists at Oxford who are trying to elaborate the necessary technique which must, I think, be a combination of dietary survey, laboratory control, and clinical examination. In this connection we are getting much help from the Rockefeller Foundation and I hope that before long we shall be able to send teams of trained workers to selected areas to search for the early and so far elusive signs of nutritional deficiencies. Up to the present I think I can say that with the means at our disposal we have not been able to find evidence that our people are suffering in any degree from malnutrition. I should be foolish, however, to feel easy in my mind as to the future. The margin of safety we possess must be very small.

A great deal of food educational work has been going on. The Ministry of Food and the Board of Education have taken a prominent part in this, and I cannot speak too highly of the way in which the teachers of domestic subjects have gone out into the homes and the market places to give instruction to the public. Large new groups of people are becoming to some extent social workers and I have no doubt the experience will be of permanent benefit to them. Indeed, the whole of our health educational program has been stimulated by the war.

#### TRAINED MANPOWER

To keep all these wartime activities moving and to maintain existing services at as high a pitch of efficiency as possible has made enormous demands on our trained manpower—and nowhere more than in the case of doctors, dentists, nurses, and other officials of our health and medical departments. We have had endless difficulties over doctors and at the present moment we have a committee of well known medical men drawn from civil practice and from the Services actively engaged in trying to secure a better utilization of our diminishing resources.



Indeed, members of the committee are traveling about the country in an endeavor to see for themselves whether service and civilian needs cannot be pooled and dealt with by a single medical staff, and whether reductions in what are considered minimum establishments cannot still be made. It is no easy matter to provide medical officers for our fighting services and for all the special kinds of work connected with first aid, shelters, emergency hospitals, and the like thrown up by the war—in addition to retaining enough doctors to care for the civil population. Large numbers of women are joining the Civil Nursing Reserve and being given some training in nursing, but the competition of the uniformed women's services and of industry is very strong. Casualty work, of course, has its slack as well as its busy periods, and it is hard to determine what is exactly the insurance we should provide in the way of trained personnel standing by to meet any sudden emergency.

I began by saying I would try to show you how the work of the medical officer of health had been affected by the war. I should like to close by saying that our health services have stood up well to the additional tasks placed upon them. Normal services have continued to function. Infectious disease during the war has, fortunately, been no more than average. We must, however, keep always in mind the possibility that we may be living on the resources we have built up over a period of years. The increase in the incidence of tuberculosis, with the heaviest mortality falling on the female age group 15-25, gives us concern and we are trying to determine the possible causes of this increase. We must ever be on the watch for these unfavorable trends.

We may have been slow to realize that war in Europe was inevitable and slow to appreciate the magnitude of the issues even once the battle had been joined. There is now no misunderstanding of the situation. Every man and every woman knows that if this war is to be won it can be won only by each one putting forth the greatest effort of which he is capable. This is what we are approaching now. Those of us who are in some measure responsible for the planning of things are constantly looking to the future and endeavoring so to meet the present emergency as to derive some permanent good from the measures we adopt. For war, though a great destroyer of things worth preserving, may yet almost overnight open the door to progress and reform that in peacetime would have meant years of constant striving.

### TESTIMONY OF DR. HUNTINGTON WILLIAMS—Resumed

Dr. WILLIAMS. The Commissioner of Health of Baltimore, while in England, could not but observe current health-administration practices in that country, and has had the following to say in regard to the relations on the local level between air-raid civil-defense work and official public health endeavor:

As a health officer it was a bit distressing to me to notice that this great task of administering the local emergency medical and hospital services for the current war was often assigned to the medical officer of health of the community. In England it appears to have been customary to overload local health departments with administrative cares and duties such as hospital administration and medical care and other such work so that the essential preventative duties of a health department, for which it was originally created, are to some degree starved by lack of available time and attention and budgets.

Here in the matter of medical and other air raid precaution services for civilian defense in a blitz war this pattern has again been frequently followed with an unfortunate decrease of health-officer attention to many primary duties and responsibilities. The result is, in part, large numbers of children and others unprotected against smallpox and diphtheria, large volumes of unpasteurized milk in urban communities, little or no industrial hygiene as health department work, and syphilis and tuberculosis far from where they could be so far as adequate community control is concerned. It would seem unfortunate if we did not learn, in this country, something of value from these lessons.<sup>1</sup>

This is read because I was asked to bring into this panel the lessons we learned from British experience.

I would like now to turn the meeting over to Dr. Atwater.

<sup>1</sup> See American Journal of Public Health, February 1942, p. 140.

Dr. ATWATER. Mr. Chairman, I think that this testimony should stand for itself.

It is, as you know, impossible to summarize it except to repeat what has been said.

We shall be glad to answer any questions that members of the committee may have.

The CHAIRMAN. Doctor, we would be only too interested in asking you questions, because this has been tremendously interesting to us, but we have still to hear from Mr. MacDonald who is waiting for us. He has to rush back to Canada.

Mr. CURTIS. I have one or two questions.

Do you anticipate a big increase of mental cases because of the war, and, if so, what are you going to do about it?

Dr. ATWATER. I should like to document what I have to say by referring to what Sir Wilson Jameson says, in the record which has just been filed with you, that, interestingly enough, the British population has been so absorbed in doing things of that preventative and constructive nature that the rate of mental diseases has not increased as expected there, so if we can use the English experience as a parallel, we do not expect a large increase.

Perhaps other members would like to supplement that brief statement.

Mr. SPARKMAN. Isn't it too early for that to have developed even in England? Doesn't it come as an aftermath rather than concurrent?

Dr. ATWATER. It was expected to come during the attacks. When I was in England that was anticipated and a number of beds were set aside with that in mind. I think it was shown that during the blitz itself they have not been needed as much as was expected.

The CHAIRMAN. Dr. Atwater and members of the panel, we are deeply grateful to you for coming here and I know that you have made a valuable contribution that will be deeply helpful to us in making our report to Congress.

Mr. MacDonald is our next witness.

### TESTIMONY OF MALCOLM MacDONALD, BRITISH HIGH COMMISSIONER FOR CANADA, TORONTO, CANADA

The CHAIRMAN. Mr. MacDonald. You are the son of Ramsay MacDonald, are you not?

Mr. MacDONALD. Yes.

The CHAIRMAN. Now, what position do you occupy now, Mr. MacDonald?

Mr. MacDONALD. I am the British Government's representative, called the High Commissioner in Canada.

The CHAIRMAN. In Canada?

Mr. MacDONALD. Yes.

The CHAIRMAN. And you were formerly Minister of Health, were you not?

Mr. MacDONALD. Yes; I was Minister of Health right through the blitzkrieg in England.

The CHAIRMAN. Congressman Curtis will ask the questions.

Mr. CURTIS. May we first ask that you sketch briefly the Ministry of Health at war, indicting first the major services it provided before the war and then developing for us the ways in which these services have been modified and new services added to meet war conditions.

Mr. MACDONALD. Well Mr. Chairman and members of the committee, you will appreciate that is a very broad subject. I will do my best to touch upon the high spots of a very wide field. It has a whole range of mountain peaks, but I will travel over those peaks as rapidly as I can.

Mr. CURTIS. May I suggest that it is the custom of the committee to welcome written statements. If you wish to amplify this and send us a statement, we will keep our record open for about 10 days, so that would enable you to treat the matter as briefly as you see fit this morning.

#### PUBLIC HOUSING PROGRAM

Mr. MACDONALD. I will keep that in mind. One of the main activities of the Ministry of Health in peacetime was to provide, through the proper agencies, healthy housing conditions for our entire population. In fact, in the 20 years between the last war and this war, the Ministry of Health, through the constitutional agencies, has rehoused one-third of the entire population of the island. That slum clearance and housing activity had reached a tremendous pitch by 1939.

That was certainly one of the main activities of the Ministry in peacetime. Now the war has stopped that almost completely, because we wanted to conserve our building labor and our building materials—bricks, tiles, window glass, and the rest of it—for absolutely essential war building purposes.

We had to build airplane factories; we had to expand docks; the house-building activity of the Ministry of Health has ceased entirely, except for one kind: The construction of houses which are needed in growing munitions towns and in dockyards and elsewhere, where large extra populations are coming in and where at present there is no housing accommodations for them.

Apart from that, the major activity of the Ministry of Health before the war has ceased.

#### HEALTH INSURANCE

A second great branch of the activity of the Ministry before the war was the administration of our health-insurance scheme by which the workers—men and women—in the insured industries, made contributions, the employers made contributions, the state made contributions, and out of the fund which was so raised these workers, when they fell ill, got free medical attention, free provision of medicines, and were paid sickness benefits and disablement benefits during the period that they were off work.

The CHAIRMAN. Mr. MacDonald, were those voluntary contributions or compulsory?

Mr. MACDONALD. Those were compulsory for workers within a certain income and wage limit.

We attached such importance to maintaining the health of our people and especially, of course, of our industrial population during the war, that we have actually expanded that health-insurance scheme since the war began. We have expanded it in two ways.

First of all, we have increased the rates of sickness and disablement benefits so as to bring them into line with the increased cost of living; secondly we have put up the income limit for compulsory insurance.

The top wage used to be, if you will forgive me quoting figures in sterling, 250 pounds a year, and now that maximum has been increased to a wage of 420 pounds a year, so that we have brought into our national health insurance a very much larger body of workmen and workwomen. We have brought in many of what we would call the black-coated workers.

#### SUPERVISION OF PUBLIC HEALTH SERVICES

The third great branch of the normal peacetime activity of the Ministry was a general supervision of the public-health provisions and facilities throughout the country. They looked after generally, through the local authorities, the maternity and child-welfare clinics, maternity homes, the general municipal hospital service, clinics for the treatment of venereal diseases and other public health services.

We attached such great importance, from the point of view of the physical fitness of our population under war strain and also from the point of view of maintaining morale, to keeping up the public health services, that what we have done since the war is actually not to lessen them but to expand them.

Perhaps I might give, quite briefly, two or three typical examples of the expansion which has taken place.

We attached great importance to nutrition and one of the principal items in a great program of nutrition improvement has been a nationwide scheme for giving inexpensive milk—in the cases of very poor families, free milk—to all expectant mothers and nursing mothers and infants.

In other ways we have improved the nutrition, for example, by increasing greatly the facilities for free midday meals for all school children, and the menu at those meals is one which is not only palatable but is also scientific.

Then we have increased enormously during the war our government expenditure on the inoculation of children against diseases like diphtheria.

We have increased very greatly our financial contribution and the facilities that we provide for the treatment of venereal diseases and we have made it possible, by giving the local authorities the necessary finance, for them to protect the whole of their water supply against possible bacteria which would promote disease in the population, by financing the introduction of chlorinating plants.

As I say, those are some of the outstanding examples of a very considerable expansion of our public-health provision which we thought to be necessary in war conditions.

Then I come to the new services which have fallen on the Ministry of Health during the war.

#### EVACUATION OF CHILDREN

First of all, as you know, there has been a very large evacuation, especially of mothers and children, from our target towns. At the height of the blitz, for instance, 85 percent of the entire child population had left London and gone into the countryside.

That was not a compulsory movement; it was a voluntary movement.

The Ministry of Health was responsible for organizing the whole of that movement at both ends. At the end from which these people left, they had to organize the children through the local authorities, into school parties, their teachers with them, to evacuate them from the target towns to other parts of the country. At the other end the Ministry of Health was the central Government department responsible for their reception, for their billeting, for their medical care, for their being provided with food and all the other amenities of life in their new locality.

Well, now, that raised the public health problem immediately. Hundreds of thousands of women and children left the big cities where there was already good provision for public health. There were good maternity and child welfare clinics; there were good hospitals; there were good maternity homes and the rest. They were scattered, and crowded, into the rural areas. The provision for public health in these areas was adequate for their normal populations, but hopelessly inadequate to look after this increased population. Yet they were living under conditions which were somewhat overcrowded and proper care for their public health became more important than ever.

#### PUBLIC HEALTH EMERGENCY SERVICE

Well, the Ministry of Health provided the local authorities with all the finances which were necessary, gave 100-percent grants for everything that was required, and we very swiftly improvised a public health service right through rural Britain which had existed before but only on a small scale. We increased it enormously.

For instance, we provided free medical care for all the school children who were evacuated. Besides that we had to increase hospital accommodations, accommodations for nurseries for infants, accommodations for prenatal clinics and maternity homes and convalescent homes, and so on. What we did was borrow from the well-to-do and, if necessary, commandeered, as was necessary in some cases, but not many, from the well-to-do their great country mansions and manor houses. If you go to those great stately homes of England today you will not find living in them their old owners; they are doing war jobs elsewhere. You will find that many of them are residential nursery schools filled with children from London or Birmingham or Plymouth or somewhere else, and there they live and become healthy, with their own teachers, their own nurses, and their own staffs.

Others are maternity homes; others are hostels for the aged and infirm; others are convalescent homes, and so on. We have acquired those buildings in order to create a very efficient public health service for caring for the much larger population now living in rural England.

#### HOSPITAL SERVICES

Another job that the Ministry of Health was given was the care, not only of the soldiers wounded in battle and brought back to the base hospitals in Britain, but also of civilians injured in air raids.

We were told that we should need 1,000,000 beds to do the job. Well, it never got up to that figure and it never proved anything like necessary, but we did have to expand very greatly the whole of our hospital service.

We did that by taking over many of the existing voluntary hospitals, many of the existing municipal hospitals, and many of the country houses of England which weren't being used for some of these other purposes which I have mentioned. We added to a lot of those buildings new huts with up-to-date wards and operating theaters and X-ray departments, and we created an emergency hospital service which would be capable of looking after all the wounded who were likely to come out of the air raids on Britain.

In order to administer and staff that enlarged hospital service we got the help of the medical profession and the nursing profession. Many of our most distinguished specialists and surgeons and doctors gave up their private practices completely, or else gave a very much smaller amount of time to them, and came into this emergency hospital and emergency medical service as administrators and as doctors and surgeons. Of course we also had to increase very largely the nursing staff of those establishments.

Let me mention another of the new war services which fell to the Ministry of Health: The care of the homeless.

#### CARE OF THE HOMELESS

We had an enormous number of houses damaged, out of which the inhabitants would emerge, curiously enough, without a scratch, from their various domestic shelters. We had, after a serious raid in a single city, sometimes 10, sometimes 20, 30, 40, or even 50 thousand people, who had a roof over their heads the night before but whose roof had disappeared, and they had to be cared for. The Ministry of Health was responsible for that job and again working through the local authorities we created, all over the target cities and towns, in schoolrooms, in church halls, in parish halls, and other handy buildings, what were called food and rest centers for the homeless. The people made homeless after each new raid came immediately to those places where there was hot food and hot drinks, where there were warm clothes, blankets, bedding, and all the other things required, and those homeless people stayed in those centers until they could be found accommodations among their neighbors and their friends, or in hostels which were established, or until they could be evacuated to new homes in the countryside.

The whole of that duty fell upon the Ministry of Health, and I might mention very briefly two or three other of the emergency services for which the Ministry was responsible. It had to look after all the repairs to the houses which were damaged. You will appreciate the importance of that from the point of view of preserving morale.

If a family was made homeless in a raid and its house had received only superficial damage, it was a matter of great importance to repair that damage as rapidly as possible so that the family could go back and live in their own home and accustomed domestic surroundings in 2 or 3 days, and we did, in the course of the 9 months or so of blitz, repair many many hundreds of thousands of houses and got their inhabitants back into them.

In the same way the Ministry of Health was responsible for the repair of water mains and gas mains and electricity systems through the local authorities, and again it was a matter of vital importance in order to maintain morale.

You had to have the taps running in people's houses as soon as possible after the raid; you had to have the gas and electricity working, so they could cook, and have light in the evenings, and so on, and the Ministry of Health was given that job.

#### AIR RAID SHELTERS

Finally—and this also was important from the point of view of maintaining morale and public health—many people in the raids went down to big air-raid shelters and in some of those big air-raid shelters thousands and thousands of people congregated. Now in the winter of the raids the enemy's planes might be over a city right through the night, hour after hour, and night after night, and in fact many of our people were working during the day, doing their 8 hours work during the day and then coming straight back in the dark early winter evenings to their air-raid shelters. They were living 10, 12, 14 and in some cases 16 hours every day in those places.

There was obviously a great risk to public health, and to meet that the Ministry of Health, again through the local authorities, established in all those big air-raid shelters, medical aid posts which became regular dispensaries. Every kind of medicine and other things that you could require for any more or less minor ailment, was there; there were trained nurses in constant attendance, there all the time; and doctors visited each of those shelters every single night, and they were always on call. The provision of those medical-aid posts with the nurses and the doctors in attendance was one of the reasons why we got through the period of the blitz without any serious epidemic.

There were cases where an epidemic was on the verge of starting in this or that shelter, but by clearing people out for 24 hours and getting onto the job of cleaning the places before anybody was allowed in again, it was checked at the very beginning.

Those are only the high spots of the Ministry of Health's activities in the war. I would like to make this one comment; it is something which I have really emphasized already:

The Government never stinted any money for any of these activities, because we felt that the work of repair to damaged houses, water mains and gas mains, as well as aid to human beings, was a matter of absolutely first importance to maintaining the physical, mental, and spiritual fitness of that great civilian population fighting a war on its own doorsteps.

Mr. CURTIS. You have given us a very fine picture of the splendid work that you have done.

I might ask you to mention how the Ministry of Health enlisted the assistance of local authorities and volunteer organizations in its work.

Mr. MACDONALD. In order to fight this war on the home front, we established in Britain a Government machine which was constructed in three tiers.

## WORKED IN THREE TIERS

There were separate Government authorities performing distinct functions at three different levels. At the top was the National Government, the Central Government: Its function was to lay down the general lines of policy for the Nation as a whole.

In the middle, we divided the country into about a dozen areas that we called regions, and in each of those regions there was a regional commissioner, with a very large expert staff. Their function was to act as a liaison between the Central Government and the local authorities which were at the third level, and also their function was to coordinate the activities of the smaller local authorities in their area.

At the third level were these local authorities. They were the agents for carrying out, in this city or that town or that group of villages, the whole of the policy laid down by the Central Government.

To quote Mr. Churchill, "we gave them the tools and they did the job." The local authorities were enlisted to do all these jobs in their areas: The housing department of the local authority, for instance, looked after the homeless and disabled; the engineering department of the local authority looked after the repair of water mains, gas mains, sewage mains, and the rest of it; the public health department of the local authority looked after the maternity homes, the nursery schools, and the new clinics of all sorts.

The CHAIRMAN. The local health agencies cleared through the Ministry of Health, didn't they?

Mr. MACDONALD. Yes. They got their orders from the Ministry of Health, and they simply carried out, in each small locality, those orders. Any extra cost which was required by them, to do their job arising out of the war emergency, was provided by the Ministry of Health at the center.

## VOLUNTEER ASSISTANCE

Mr. CURTIS. Did a great many of your people volunteer to assist without pay?

Mr. MACDONALD. Yes. A good many without pay. You see, the local authorities had to do those jobs and, as one of the last people giving testimony said, it unloaded a tremendous lot of responsibility on already rather overworked public health officers, and other officers of the local authority. They couldn't have done it by themselves, and that was where the voluntary societies came in.

There were thousands, tens of thousands, hundreds of thousands, of people who were ready to help the local authorities on the spot, and the local authorities brought them in, gave them the appropriate jobs which they were trained and qualified to do, and managed to do the job with the help of this large body of volunteers.

Just to give one example: I have spoken about the food and rest centers for the homeless, where they come, immediately after a raid, to be cared for and to be made comfortable and to have food and drink and rest. Well, those places were staffed very largely by voluntary workers.

The average staff for a center is five people. Perhaps two of those would be local government officials and the other three would be voluntary workers, welfare workers, who were trained to do that kind of job.



Mr. CURTIS. Did you find that some of those voluntary workers were eventually graduated into a job that paid wages?

Mr. MACDONALD. Yes.

Mr. CURTIS. Because they, perhaps, lost their job due to war effort?

Mr. MACDONALD. Yes. Many of the jobs were regularly paid jobs and, as you say, a lot of the volunteers would graduate into those as it became necessary. But other jobs were unpaid, and it worked itself out: Those who wanted pay got a pay job; those who wanted to work on a voluntary basis stayed on the unpaid jobs.

#### CIVILIAN DEFENSE

Mr. CURTIS. Was the civilian defense in England handled by the military or a civilian department?

Mr. MACDONALD. By a civilian department. We thought that the service departments had their own job to do in fighting the war on the military fronts. We established an entirely new civilian department called the Ministry of Home Security, which didn't exist until about a year before the war, to do this whole job of the actual protective and defensive services of the war on the home front.

Mr. CURTIS. Will you mention, or list, the main services of this Ministry of Home Security? We would like to know about that.

Mr. MACDONALD. They were responsible for what might be called the protective jobs; let me just mention some typical examples:

They were responsible for providing, through the local authorities, the air-raid shelters for the civilian population in all the vulnerable areas.

They provided the small domestic shelters, the Anderson and Morrison shelters, as they are called.

They provided the steel and concrete strengthening of basement shelters of all sorts, and they provided and equipped these large air-raid shelters.

The Ministry of Health came in only when it was a question of looking after the health of people in those shelters. We provided the medical-aid posts and the nurses and the doctors, and all the rest: the ventilation, the sanitation, the putting in of bunks, the creating of a structure which was proof against blasts was the work of the Ministry of Home Security.

Mr. CURTIS. How about the auxiliary firemen and policemen?

Mr. MACDONALD. That was under Home Security. Home Security looked after shelters, provision of gas masks for the civilian population, and all these civilian services: air-raid wardens, rescue squads who dug out the living from under the ruins, auxiliary fire brigades who put out the fires, the fire watchers who stood on the roof and put out incendiary bombs as they came down, and so forth.

All those civil defense services were organized under the Ministry of Home Security.

Mr. CURTIS. What agency has administered direct relief to meet the various types of dependents arising from the emergency?

#### PROVISION OF DIRECT RELIEF

Mr. MACDONALD. A great many agencies. First, the services: The Army, Navy, and Air Force. The dependency allowances of those were paid by the service departments themselves. They were responsible for that.

Then there were allowances for wives and dependents of munitions workers, who had to work away from their homes. That was looked after by the Ministry of Labor.

Then there was the whole question of pensions to wives and dependents of people killed because of the activities of the enemy—service people, civil-defense people, or munitions workers. The payment of those pensions was looked after by the Ministry of Pensions.

Then there was a question of paying compensation to uninjured people who had lost their homes, their clothes, their furniture, and their possessions. They were paid immediately, to get new clothes, new furniture, and the rest. Those moneys were paid out by our assistance board which had great experience in making payments to needy people, and different classes of dependents. Civilians who had needs arising out of the war were cared for by different departments which had special experience in those particular jobs.

Mr. CURTIS. Mr. MacDonald, I assure you that the committee has appreciated your coming here, and the very interesting and valuable statement that you have given us.

The CHAIRMAN. Mr. MacDonald, just a question or two. From a geographical standpoint, you can readily see that we have a different problem here in the United States than you have in England. I understand that the area of England is about the same as that of Oregon.

Mr. MACDONALD. Yes.

The CHAIRMAN. You have about 40,000,000 people?

Mr. MACDONALD. About 45,000,000 people.

The CHAIRMAN. About these air-raid shelters—have you a sufficient number of them to take care of all the people on the island?

Mr. MACDONALD. Yes. We divided our tiny island into the safer areas. No area was safe, but there were degrees of safety, and it was made compulsory that the local authorities in the vulnerable areas should provide air-raid shelter for their entire population. Today there is provision for air-raid shelter in those places for nearly 25,000,000 people, which is the entire population of those areas.

The CHAIRMAN. Coming back to the question that England and the United States do not present a comparable picture.

We have our county health officers, and our city health officers, and State health officers, and to coordinate them through a clearing house here in Washington is going to be some job.

Mr. MACDONALD. I see that. I realize that what I have said isn't necessarily a comment at all on what conditions might be here, or what should be done here. It is a pure statement of fact, of how we have tackled our particular problem in Britain. Yours will be, in many ways, quite different. We appreciate that.

The CHAIRMAN. From what you say, I glean the conclusion that really the health of England today is as good, if not better, than in pre-war days.

Mr. MACDONALD. Touch wood. It is as good, and probably better now than it was before the war.

#### AIR-RAID ALARMS

The CHAIRMAN. What do you do about air-raid alarms over there?

Mr. MACDONALD. Well, again, that is one of the duties of the Ministry of Home Security.

They have to see that, in every part of the country, there is proper provision for giving the air-raid alarm. We give the alarm by sirens. I don't know at what distance apart the sirens are placed in London, but London must be covered by hundreds of sirens. They are set up on the tops of high buildings, and there is nobody in any part of London, or any part of any other city or town or village in England, who can't hear one or the other of the air-raid sirens when they blow.

The CHAIRMAN. We were supposed to have some here, but no one has ever heard them, so far.

Mr. MACDONALD. We have sirens all over the place. If I started from my home in Hampstead and went straight down to my office in the middle of London, I would probably pass 20 or 30 air-raid sirens as I motored down.

The CHAIRMAN. You don't take Hess and put him in an air-raid shelter, do you?

Mr. MACDONALD. No. We keep him in a safe place, though.

The CHAIRMAN. Was there anything else?

Dr. LAMB. If I understand you correctly, Mr. MacDonald, the Ministry of Health corresponds, in general, to the work of the Federal Security Agency in this country and the Ministry of Home Security corresponds, in general, to the Office of Civilian Defense?

Mr. MACDONALD. In general, yes.

Dr. LAMB. In the work it is called on to do?

Mr. MACDONALD. Yes. As I understand it, that is true, although I think that your Federal Security Agency covers a wider field than our Ministry of Health.

Dr. LAMB. It covers some of the things which would be covered by the Ministry of Labor and the National Service?

Mr. MACDONALD. Yes; and some of the things, I think, even covered by our Board of Education.

Dr. LAMB. Yes. The Office of Education is included. But the Ministry of Health is really—or properly, perhaps—labeled as the Ministry of Health and Welfare?

Mr. MACDONALD. Exactly. Yes, absolutely. Especially in wartime.

The CHAIRMAN. Mr. MacDonald, we are certainly very grateful to you for coming here this morning. It has been a very valuable contribution. The committee will extend you the courtesy, if, as a result of this hearing, you want to add anything in written form, of keeping the record open, because it becomes a permanent record of Congress, you see, and we make our report to Congress based on these hearings. So anything that you want to send in will be incorporated in the record just as if you had so testified this morning. Thank you very much.

Mr. ABBOTT. Mr. Chairman, I should like at this time to offer for the record a group of exhibits from sources not represented by witnesses.

The CHAIRMAN. The exhibits will be made a part of the record. If there is nothing further, the committee will stand adjourned.

(Whereupon, at 1 p. m., the committee adjourned, subject to the call of the chairman.)



## EXHIBITS

### EXHIBIT 1.—HOUSING SUPPLY AND DEMAND IN WASHINGTON, D. C., LOCALITY

REPORT BY C. F. PALMER, COORDINATOR, DIVISION OF DEFENSE HOUSING  
COORDINATION, OFFICE FOR EMERGENCY MANAGEMENT, WASHINGTON, D. C.

*1. What was the vacancy index in the District of Columbia as of January 1, 1940? January 1, 1941? January 1, 1942?*

The vacancy index in the District of Columbia locality<sup>1</sup> derived from Work Projects Administration, Post Office and Census surveys and utility company data, show the decline in vacancies since May 1939. These figures cover vacant habitable units ready for occupancy, and include both rental vacancies and vacancies for sale only.

	District of Columbia	Arlington and Alex- andria	Close-in sections of Montgom- ery and Prince Georges Counties
	<i>Percent</i>	<i>Percent</i>	<i>Percent</i>
May 1939.....	4.0	3.6	3.8
January 1940.....	3.9	3.3	3.3
January 1941.....	2.0	2.5	2.8
January 1942.....	.8	.5	1.3

*2. What is your estimate of the number of single individuals who entered the District of Columbia to take up residence during the calendar years of 1940, and of 1941 respectively? Kindly supply all information available as to estimated income distribution of this group.*

*3. What is your estimate of the number of families and the total number of individuals they comprise, who entered the District of Columbia to take up residence during the calendar years of 1940 and 1941 respectively? Kindly supply all information available as to estimated range of income distribution of this group.*

The data on in-migration are not available prior to January 1941. From April 1940 to December 1940, 28,584 additional Government workers were hired in the District locality.

Pre-war estimates prepared by this office on November 1941, were for the period of January 1, 1941, to July 1942 and were based on surveys as of August 1941. The expected number of Government and non-Government in-migrant workers for this period was 75,000, consisting of 37,500 workers in 30,000 in family groups (including some families with more than 1 worker) and 37,500 single persons.

It was expected that a large number of multiperson families would not be complete when the primary wage earner came to the locality. However, housing accommodations would have to be made for these families to avoid fluctuation in employment. The Work Projects Administration survey (November 1941) on in-migration for the District of Columbia alone showed 14 percent of the 1-person families and 11 percent of the multiperson families had left a spouse or dependent children behind when they moved to Washington. It was estimated the eventual increase in population due to in-migrant workers having families would approximate 105,000 persons for the locality. The total increase in population (including single workers as well as those with families) was estimated at 142,500.

<sup>1</sup> The District of Columbia locality includes the District of Columbia, Alexandria, Arlington County, Bethesda, Brentwood, Capitol Heights, Fairfax County, Falls Church, Gaithersburg, Hyattsville, Mt. Rainier, Prince Georges County, Riverdale, Silver Spring, Takoma Park, Rockville, and Upper Marlboro.

The estimated income distribution of in-migrant families and single persons was based on the following: Bureau of Labor Statistics survey of living arrangements (May 1941):

Income group	Em- ployees— families	Em- ployees— single persons
Under \$1,200	2.2	4.9
\$1,200 and under \$1,500	13.9	48.2
\$1,500 and under \$2,160	19.8	32.5
\$2,160 and under \$3,240	29.1	10.9
\$3,240 and under \$6,000	31.1	3.3
\$6,000 and over	3.9	.2
	100.0	100.0

4. What are your present estimates of rented housing accommodations needed in the District for single individuals during 1942, classified according to rental levels? For families, classified according to rental levels? Of houses needed for sale, classified according to cost?

5. How many new units for rent did you estimate were needed in the District for 1941? For sale?

Housing accommodations required have been estimated (November 1941) for the period of January 1, 1941 to July 1942, rather than for 1942, consistent with the immigration estimates above:

Single individual accommodations required..... 37,500  
Family dwelling units required for this period..... 1 34,500

The November 1941 Locality Program Report<sup>2</sup> issued by the Division of Defense Housing Coordination called for the construction by July 1942 of 7,500 small apartment units, adaptable either to occupancy by small families or groups of single persons, which can care for approximately 17,000 persons and 1,500 dormitory units to house 1,606 single persons, and 16,023 family units. It was believed that approximately half of the in-migrant single workers could be housed in existing buildings, without new construction.

The rental levels required for single persons housed in dormitories varied from \$18 to \$25 per month. For single person occupant groups to be housed in small apartments, shelter rents required will vary from \$30 to \$45 per month for a typical two or three person group.

Of the 16,023 family units required: 6,023 required shelter rents of \$20 to \$35 per month; 10,000 required shelter rents of \$35 to \$50 per month (or \$4,000 to \$6,000 selling price).<sup>3</sup>

6. Of these, what percentage do you estimate can or will be built by private enterprise? How many should be built by Government agencies?

For single person occupancy, all 7,500 small apartment type units and 1,606 dormitory units will be built by Government agencies.

For family occupancy, 63 percent can be built by private enterprise and 37 percent should be built by Government agencies.

7. How many new units, classified by rental levels, now in rented occupancy, were provided in the District in 1941 by private builders? By public building?

8. How many new rental units, classified by rental levels, are now in process of construction in the District by public agencies?

Privately financed homes.—Available data relate to units started, rather than to units now occupied.

(a) Of the total of 21,500 privately financed family units started in the District of Columbia locality in 1941, nearly 55 percent or about 11,500 were rental units.

The estimated rental levels are as follows:

<sup>1</sup> Covers new construction needed for natural increase as well as for immigration.

<sup>2</sup> This program approximated the additional housing accommodations needed in the District of Columbia locality by July 1942, in excess of that provided in 1941, and is based on pre-war estimates of employment. The acceleration of Government employment during the latter part of 1941 and the increased estimates of employment due to the state of war are now being studied in terms of additional housing needs. The present indeterminate effect of decentralization of Government agencies and the probable more effective use of local labor supply are being considered in this evaluation of the probable additional housing needs.

<sup>3</sup> Under priority regulations for eligibility for use of critical materials, shelter rents must be \$50 per month or less or selling price \$6,000 or below. Rental units are granted rating preference.

*Rental housing units started during 1941 by estimated rental levels*

Contract rent	Number of units	Percent	
		Actual	Cumulative
Under \$30	150	1.3	1.3
\$30 to \$39.99	2,500	21.7	23.0
\$40 to \$49.99	2,550	22.2	45.2
\$50 to \$59.99	2,900	25.2	70.4
\$60 to \$69.99	1,650	14.4	84.8
\$70 to \$79.99	650	5.7	90.5
\$80 to \$89.99	450	3.9	94.4
Over \$90	650	5.6	100.0
Total	11,500	100.0	

In addition, 250 dormitory units were started by private enterprise, with mortgage financing provided by Reconstruction Finance Corporation Mortgage Co.

*Public defense housing.—(b) Under construction or complete.<sup>1</sup>*

	Units	Programmed rentals
Family units	525	\$11-\$26.00
	230	\$11-\$23.50
Dormitory units	2,825	\$20-\$40.00
	644	\$20-\$30.00

<sup>1</sup> 1,534 of the above units are complete.

*9. What are the total Federal appropriations allotted since May 1940 for housing in the District?*

No specific Federal appropriations have been allotted to the District of Columbia.

Occupancy of defense projects under PA-781, PA-849 and PA-42 is restricted to families of industrial workers engaged in defense industries or families of workers stationed at military and naval posts or reservations. The vast majority of government employees are not eligible for housing under this legislation.

The estimated cost of 3,580 homes programmed under construction or completed under the terms of legislation above—\$16,800,000.<sup>4</sup>

*10. How many new units now in occupancy were constructed in the District in 1941 for sale, classified according to cost? Of these, how many were constructed under Federal Housing Administration title VI?*

*Housing for sale.*—It can be estimated on the basis of data for 11 months that nearly 10,000 privately financed dwellings for sale were started in the District of Columbia locality during 1941. Until the Bureau of Labor Statistics-Work Projects Administration defense housing survey of the area has been made, an accurate distribution of these according to cost classes will not be available.

On the basis of the Federal Housing Administration experience, it would appear that including the cost of the land the average valuation of sale houses in this area in 1941 was in excess of \$6,000. In fact, more than half of the houses started during the year are believed to have had a value in excess of \$6,000. It is expected that priority regulations, put into effect subsequent to September 15, 1941, will emphasize the building for low-income families.

*Title VI.*—The Federal Housing Administration inventory of its title VI operations in the locality discloses that as of November 30, 728 homes had either been completed or were still under construction. Of these, 145 were sold or for sale, 31 were available for either sale or rental, while the remaining 552 units were built or being built specifically for rental.

*11. What Federal appropriation did you estimate was needed for housing construction in the District for the year 1941?*

<sup>4</sup> Not included are 1,453 United States Housing Administration-aided homes for construction by the Alley Dwelling Authority (low-rental projects to be used as defense housing) at estimated cost of \$7,686,000. Also not included is the \$38,000,000 cost of the 2,250 dormitory units and the 7,500 small apartment units under construction or to be built by the Defense Homes Corporation.

Estimates for housing needs were restricted to those workers eligible under PA-849 and PA-42. (See Question 9.)

The estimated cost of the required 2,655 homes under that limitation was \$12,500,000. The remaining 925 homes costing \$4,300,000 cited in question 9 above were allocated late in 1940.

12. *What Federal appropriation do you believe is needed for housing in the District for 1942?*

*Based on present estimates.*—To provide for low income employees of Government defense agencies otherwise ineligible under existing legislation, we believe a Federal appropriation of approximately \$50,000,000 is needed to provide immediately for 4,500 homes to house low income families of defense workers and for additional needs that will arise in the coming months.

## EXHIBIT 2.—HOUSING PROGRAM TO MEET THE NEEDS OF NATIONAL DEFENSE FOR THE DISTRICT METROPOLITAN AREA

REPORT BY WASHINGTON CHAPTER, FEDERATION OF ARCHITECTS, ENGINEERS, CHEMISTS AND TECHNICIANS, AFFILIATED WITH CONGRESS OF INDUSTRIAL ORGANIZATIONS

WASHINGTON, D. C., *January 14, 1942.*

HON. JOHN H. TOLAN,

*Chairman, Committee Investigating National Defense Migration,  
Old House Office Building, Washington, D. C.*

DEAR SIR: Confirming my recent telephone conversation with both your office and Mr. John W. Abbott, I have sent you under separate cover a copy of a report prepared by our committee titled, "Housing Program to Meet the Needs of National Defense for the District Metropolitan Area." I also wish to request that this statement and letter transmitting it be included in the record of the hearings to be held by your committee, January 13 to 15, 1942.

May I point out that this program does not treat the housing needs of the District as those of a metropolitan area merely, but as those of our Nation's Capital and No. 1 defense center, as those of what is ironically enough both the nerve center and stepchild of our national defense effort.

Supplementing the statement sent you under separate cover, we would like to stress the fact that the health and welfare of residents of the Capital as related to the adequate housing of families, cannot be left to the operations of private builders in either normal or present times. Today, the designation of Washington, along with scores of other cities, as a defense area for the purpose of qualifying private building operations within both the terms of title VI of the Federal Housing Administration and within the priority limitations concerning construction costs and rentals set by the Supply, Priorities, and Allocations Board, fails to insure the necessary construction of dwellings to meet the needs of the majority of families in the Nation's Capital.

The volume of dwelling construction by private builders as publicized for the past year is misleading inasmuch as a large but generally unpublicized portion of such dwellings are not within the financial reach of average, moderate-income families. This need in the Nation's Capital, as elsewhere, can only be met from public funds used to provide dwellings which would be permanent, planned improvements and, as necessary, which would permit slum-clearance and provide low-rental housing for low-income families after the emergency.

In broad terms, we support the comprehensive program for the District of Columbia as proposed by the Division of Defense Housing Coordination, which calls for the construction of about 22,000 dwellings at a total cost of about \$100,000,000. However, this should be considered as the minimum program only which is necessary to provide for the health, welfare, and morale of Federal defense employees, as related to adequate housing facilities for the Nation's Capital. Steps should be taken by the Coordinator's office to supplement its proposals along the lines of our program.

In addition to requiring that the greater part of this housing be planned so as to become part of the long-term housing program of the District, an adequate portion of all housing to be constructed by private enterprise should be subject to cost limitations comparable to the provisions of the Lanham Act. The Coordinator's office should require that all privately built housing conform to the needs indicated by a careful market analysis of family incomes and needs. This is the only way



that private enterprise should be permitted to build, in order to meet the needs of all families whose incomes are above the market served by housing built from public funds. The priority limitations of \$6,000 cost and \$50 monthly rentals are necessary ceilings but alone cannot insure an adequate supply of housing to suit representative income needs.

Management policies for all housing built from public funds should be based on the proven policies of the United States Housing Authority, including graded, and therefore in part, noneconomic rents to suit income needs.

We believe that the inclusion of these proposals is necessary to insure a defense housing program for the Nation's Capital which will contribute to the maintenance of the health, welfare, and morale of its residents.

Thanking you for the courtesy of your consideration of these statements, I remain

Respectfully,

ROBERT M. SENTMAN,  
*Chairman, National Defense Committee.*

(Program referred to above is as follows:)

When President Roosevelt was forced by the threat of Hitlerism to declare a state of national emergency, members of nearly every housing authority in the country recalled the problems of housing during World War No. 1. Remembering those problems, they spoke out for immediate and adequate preparation and large appropriations in order to meet the housing needs which were soon to grow increasingly critical. They spoke strongly and unitedly—well over a year ago. But Congress refused to see the extent of these needs.

Washington, the one city in which real estate interests were relatively unharmed by the depression, continued to boom. Thousands of new workers poured into town and filled up the remaining housing vacancies and the credit side of the real-estate ledgers. While appropriating billions for guns and tanks, Congress paid little attention to the public housing program necessary to provide dwellings for the workers who are the ones who have to turn dollars into an "arsenal of democracy." Members of Congress are still blind to this essential part of the defense program.

Washington is the No. 1 defense area of the Nation. The nerve center of the munitions and armaments program of the world's greatest industrial nation is the Nation's No. 1 stepchild. When will Congress awaken to the deplorable state of the Capital's facilities? To what extent must morale and efficiency of employees and their families be blunted before Congress realizes that Government employees are defense workers too?

The passage of the Lanham Housing Act, as amended, by Congress provided \$300,000,000 for defense housing—but over 90 percent of the defense workers of the District were excluded. The present amendment to extend this act and its scope has been held up in the House Buildings and Grounds Committee for over 4 months.

Meanwhile, as one Washington columnist put it, "the politically paralyzed District has been sitting quietly by while a major batch of defense gold earmarked for swollen defense cities has been gobbled down to the last wrinkled dollar \* \* \* so rapidly have the political mittens dipped into the \$150,000,000 fund provided by Congress last summer under the Lanham (community facilities) Act," while ignoring necessary community facilities such as hospitals, recreation centers, water works, sewage-disposal plants, etc., for the District. Only a belated recognition within the past 10 days of the District's need forced the favorable reconsideration of a meager 3½ million dollars for these essential facilities. Obviously Congress must appropriate additional funds to supply the District's expanding needs.

Rent control for the District, as it may finally be passed, will still require vigilant supervision. No efforts have been made by the governments of Virginia and Maryland to secure the extension of rent control to the Metropolitan area beyond the District line, where so many Government workers already live and where so many more will live in order to work in the new decentralized office buildings.

Despite all the discussion and agitation of issues by public officials, there is only one solution—more housing, under the coordinated administration of a single, responsible agency.

## GUIDES TO THE HOUSING PROGRAM

Washington is predominantly a city of white-collar workers. Approximately 190,000 such workers are on the Government rolls here. Approximately two-thirds of these earn less than \$2,000 a year. The percentage of non-Government employees earning less than \$2,000 a year is considerably higher.

A study by the Bureau of Labor Statistics in May 1941 showed that families in the \$1,500 to \$1,800 per year income group in Washington pay 33 percent of their incomes for rent. This is higher than any city in the whole country, and it is going up. According to a survey just completed by Work Projects Administration rentals for vacant dwellings have risen 13 percent since January of this year.

But the problem is even more than one of high rents. Overcrowded boarding and rooming houses, unscrupulous proprietors, inadequate sanitary and recreation facilities, inadequate inspection and policing—these are an important part of the critical situation today. Congress and responsible District officials must share the blame for shirking their responsibilities. An intelligent employer must look out for the welfare of his employees.

The lowest income families, always the victims of exploitation, are being more cruelly exploited today. A recent survey by the Washington Housing Association in one of the worst slum sections of the city showed rent increases in 50 percent of the houses investigated. Only 12 percent of the dwellings showing rent increases had been repaired. These houses are not fit for habitation, even rent-free. Outside toilets, kerosene lamps, wood-stove heaters, backyard pumps, leaky roofs, broken windows, sagging floors and stairs—these are the things the poorest families get for their \$14 to \$28 monthly rent money.

Thousands of men and women have come to Washington from the small town—lured by jobs at what seemed to be a living wage back home. Many of these workers give up the hopeless struggle to make ends meet, and go back home; one committed suicide. Such infamous conditions are causing hundreds of prospective employees to turn down defense jobs.

Except for the comparatively small program of the Alley Dwelling Authority (about 2,700 dwelling units which barely cover the total number of dwelling units demolished or taken over for office space by the Federal Government) and despite the ballyhoo about residential building by private enterprise, practically nothing is being built for low-income families. During 1940 and the first quarter of 1941, 60 percent of all new rental housing rented for more than \$50 per month. Most rental units below that figure will be found miles outside the District in isolated developments. Low rental vacancies for Negro families are nonexistent. The overcrowding of poor Negro families has been made even more deplorable as the result of recent large scale demolition of low rental dwellings which they had occupied, in addition to overcrowding to make room for newcomers to the District. Hundreds of families now live one family to a room in buildings that a few months ago were single-family houses. For higher-income Negroes the supply is less than half the demand; which is a good way to maintain rents at extortionate levels, even above those for comparable dwellings for white families.

These facts are so well known to interested civic-minded citizens that we believe that more than repeated publicity is necessary to break down the indifference and lethargy of Congressmen and District officials. We believe that an immediate public housing program must be put into effect at once.

## THE HOUSING PROGRAM FOR THE DISTRICT METROPOLITAN AREA

1. Seven thousand five hundred new family dwellings to be built immediately from public funds in addition to those already planned, for defense workers who have recently moved into the District, including Government employees in defense agencies. These homes should rent at from \$15 to \$35 per month, and they would revert to the use of low-income families living in substandard housing after the emergency.

2. Six thousand new small apartments to be built by limited dividend corporations for young married couples and single persons who have recently moved into the District.

3. Twenty thousand new family dwellings to be built by the Alley Dwelling Authority for low-income families in the District, replacing a portion of the substandard dwellings in which they are at present forced to live. Fourteen thousand of these are needed for Negro families. Many of the workers in these families are either working in defense agencies or servicing them.

4. Seven thousand five hundred new family dwellings to be built with public funds for each additional 50,000 increase in population. These units would revert to the use of low-income families living in substandard housing after the emergency.

5. Six thousand small apartments to be built by limited dividend corporations for young married couples and single persons, for every 50,000 additional increase in population.

6. Five thousand single and double dormitory units to be built by limited dividend corporations and public funds for each 50,000 increase in population. Adequate recreational and community facilities should be provided and provision made for cooperative operation of services.

7. Strict adherence to the \$6,000 selling price limitation and the \$50 monthly rental limitation on private construction set by the Office of Production Management for priority construction in order to bring housing within the needs of defense workers not serviced by public funds.

8. The Defense Housing Coordinator's office and the Federal Housing Administration should be required to set a quota to regulate the private construction of multiple dwellings so as to provide homes at rents from \$35 to \$40 per month. Such quotas should be based on the number of such dwellings required as established by careful market analysis of family needs and incomes.

9. The acquisition of apartments and houses by the Federal Government for office use should cease immediately. Those already acquired should be returned to dwelling use at the earliest possible date. The necessary Government office buildings should be constructed at the same time, in accordance with a feasible program of decentralization within the metropolitan area.

10. Provision of necessary community facilities to take care of the needs of the increasing population—schools, hospitals, recreation centers, public utilities, and in relation to improved traffic facilities—must be made at the same time.

11. Strict enforcement of existing building and health codes. Enactment of a housing code for the District.

In conclusion it is further proposed that the entire housing program should be conducted under a centralized agency, including the Alley Dwelling Authority, the Alexandria Housing Authority, the Federal Housing Administration, the National Capital Park and Planning Commission, and others as necessary. The personnel of the Alley Dwelling Authority should be enlarged by the addition of representative civic interests of the District.

It is obvious that the program herein outlined is not only practical but necessary. Time is of the essence, if governmental and other workers in the Nation's Capital are not to become the victims of further exploitation nor the prey of those malinfluences which are destructive of decent living standards, high morale, and efficiency. The defense efforts of residents of the Nation's No. 1 defense center should not be permitted to become impaired, inasmuch as everything necessary to the immediate initiation of this program is available—the authority, the source of funds, responsible leadership and trained personnel, and the desire of all patriotic citizens to make the Nation's Capital a model and to present our defense efforts here as an example to other cities throughout the entire Nation.

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### EXHIBIT 3.—CIVIL SERVICE APPORTIONMENT IN THE UNITED STATES AND POSSESSIONS AND CIVILIAN EMPLOYMENT IN THE EXECUTIVE BRANCH OF THE UNITED STATES GOVERNMENT IN THE DISTRICT OF COLUMBIA

REPORT BY UNITED STATES CIVIL SERVICE COMMISSION, WASHINGTON, D. C.

The data for June 1940, December 1940, and June 1941 were taken from the Commission's semiannual reports of employment which exclude temporary employees in substitute grades of the Post Office Department, while the data for September 1940, March 1941, and September 1941 were taken from the Commission's monthly reports of employment which ordinarily include such employees. Therefore, in order to make the data comparable, as indicated in the tabulation, temporary employees in substitute grades of the Post Office Department have been excluded for all months.

*Condition of the apportionment at close of business Saturday, June 29, 1940*

IMPORTANT.—Although the apportioned classified civil service is by law located only in Washington, D. C., it nevertheless includes only about half of the Federal civilian positions in the District of Columbia. Positions in local post offices, customs districts, and other field services outside of the District of Columbia which are subject to the Civil Service Act are filled almost wholly by persons who are local residents of the general community in which the vacancies exist. It should be noted and understood that so long as a person occupies, by original appointment, a position in the apportioned service the charge for his appointment continues to run against his State of original residence. Certificates of eligibles are first made from States which are in arrears.

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS—continued		
1. Virgin Islands.....	9	0	19. North Carolina.....	1,355	916
2. Puerto Rico.....	660	44	20. New Mexico.....	181	125
3. Hawaii.....	157	17	21. Tennessee.....	1,118	848
4. Alaska.....	25	8	22. Illinois.....	3,260	2,597
5. California.....	2,426	872	23. Nevada.....	39	32
6. Texas.....	2,489	1,022	24. Wisconsin.....	1,256	1,049
7. Louisiana.....	898	425	25. Indiana.....	1,384	1,120
8. Michigan.....	2,069	1,009	26. Connecticut.....	687	619
9. Arizona.....	186	98	27. Florida.....	627	576
10. South Carolina.....	743	415	28. Delaware.....	102	95
11. Mississippi.....	859	516	29. Idaho.....	190	178
12. New Jersey.....	1,727	1,039	30. Vermont.....	154	145
13. Ohio.....	2,840	1,720	31. Oregon.....	408	387
14. Alabama.....	1,131	691	32. Montana.....	230	224
15. Arkansas.....	792	489	33. Maine.....	341	333
16. Georgia.....	1,243	792	34. Wyoming.....	96	94
17. Oklahoma.....	1,024	664	35. West Virginia.....	739	731
18. Kentucky.....	1,117	740	36. Massachusetts.....	1,816	1,810

State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1939	State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1939
IN EXCESS				IN EXCESS—continued			
37. New Hampshire.....	199	200	+12	46. Minnesota.....	1,095	1,178	-62
38. North Dakota.....	291	293	-34	47. Colorado.....	443	481	+34
39. Missouri.....	1,551	1,566	-2	48. Iowa.....	1,056	1,166	-33
40. Washington.....	668	675	-3	49. South Dakota.....	296	332	+3
41. Kansas.....	804	819	-47	50. Nebraska.....	589	730	+11
42. Pennsylvania.....	4,115	4,231	+263	51. Virginia.....	1,035	2,051	-48
43. Rhode Island.....	294	303	-20	52. Maryland.....	697	2,104	+16
44. New York.....	5,379	5,572	+368	53. Dist. of Columbia.....	208	8,851	-46
45. Utah.....	217	229	+13				

GAINS			LOSSES		
By appointment.....	295		By separation.....	59	
By transfer.....	27		By transfer.....	43	
By reinstatement.....	9				
By correction.....	1		Total.....	102	
Total.....	332		Total appointments.....	53,311	

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 16,783.

Condition of the apportionment at close of business Monday, Sept. 30, 1940

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
<b>IN ARREARS</b>			<b>IN ARREARS—continued</b>		
1. Virgin Islands.....	10	0	19. New Mexico.....	190	132
2. Puerto Rico.....	692	47	20. Oklahoma.....	1,073	753
3. Hawaii.....	165	18	21. Tennessee.....	1,172	911
4. California.....	2,543	927	22. Nevada.....	41	32
5. Alaska.....	27	10	23. Illinois.....	3,418	2,800
6. Texas.....	2,609	1,123	24. Wisconsin.....	1,317	1,134
7. Louisiana.....	941	459	25. Indiana.....	1,492	1,285
8. Michigan.....	2,169	1,102	26. Connecticut.....	720	674
9. Arizona.....	195	104	27. Vermont.....	161	151
10. South Carolina.....	779	447	28. Florida.....	658	618
11. Arkansas.....	831	510	29. Delaware.....	107	102
12. Alabama.....	1,185	732	30. Rhode Island.....	308	304
13. Mississippi.....	900	561	31. North Dakota.....	305	303
14. Ohio.....	2,978	1,882	32. Kansas.....	843	841
15. New Jersey.....	1,810	1,147	<b>QUOTA FILLED</b>		
16. Georgia.....	1,303	828	33. Utah.....	227	227
17. Kentucky.....	1,171	756			
18. North Carolina.....	1,420	977			

State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1940	State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1940
<b>IN EXCESS</b>				<b>IN EXCESS—continued</b>			
34. Idaho.....	199	200	+13	44. Massachusetts.....	1,904	2,029	+131
35. Pennsylvania.....	4,315	4,346	+85	45. Washington.....	700	749	+42
36. New York.....	5,639	5,689	+143	46. South Dakota.....	310	335	+11
37. Oregon.....	427	431	+25	47. Colorado.....	464	503	+41
38. New Hampshire.....	208	211	+2	48. Wyoming.....	101	110	+11
39. Missouri.....	1,626	1,668	+27	49. Montana.....	241	282	+47
40. Minnesota.....	1,149	1,183	+49	50. Nebraska.....	617	776	+159
41. West Virginia.....	775	799	+22	51. Virginia.....	1,085	2,084	+999
42. Maine.....	354	366	+20	52. Maryland.....	731	2,151	+1,420
43. Iowa.....	1,107	1,177	+40	53. Dist. of Columbia.....	218	8,908	+8,690

<b>GAINS</b>		<b>LOSSES</b>	
By appointment.....	460	By separation.....	26
By transfer.....	16	By transfer.....	26
By reinstatement.....	1	By correction.....	3
By correction.....	2		
<b>Total.....</b>	<b>479</b>	<b>Total.....</b>	<b>55</b>
		<b>Total appointments.....</b>	<b>55,894</b>

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 17,175.

Condition of the apportionment at close of business Saturday, Dec. 14, 1940

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS—continued		
1. Virgin Islands.....	11	0	16. Ohio.....	3,179	2,108
2. Puerto Rico.....	738	47	17. New Jersey.....	1,933	1,307
3. Hawaii.....	176	19	18. New Mexico.....	202	143
4. California.....	2,716	1,032	19. North Carolina.....	1,516	1,075
5. Alaska.....	28	11	20. Oklahoma.....	1,146	859
6. Texas.....	2,786	1,272	21. Nevada.....	44	35
7. Louisiana.....	1,005	515	22. Tennessee.....	1,252	1,030
8. Michigan.....	2,316	1,234	23. Illinois.....	3,650	3,141
9. Arizona.....	208	114	24. Indiana.....	1,549	1,404
10. South Carolina.....	832	497	25. Wisconsin.....	1,406	1,285
11. Mississippi.....	961	621	26. Vermont.....	172	160
12. Arkansas.....	887	577	27. Florida.....	702	687
13. Georgia.....	1,391	908	28. New York.....	6,021	5,901
14. Kentucky.....	1,251	818	29. Missouri.....	1,736	1,704
15. Alabama.....	1,266	832	30. Pennsylvania.....	4,607	4,538

State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1940	State	Number of positions to which entitled	Number of positions occupied	Net gain or loss since July 1, 1940
IN EXCESS				IN EXCESS—continued			
31. Connecticut.....	769	776	+75	43. Rhode Island.....	329	354	+16
32. Colorado.....	495	503	-30	44. Oregon.....	456	492	+57
33. Delaware.....	114	116	+9	45. Kansas.....	900	984	+69
34. West Virginia.....	827	853	+34	46. Utah.....	243	270	+15
35. Washington.....	748	772	+17	47. Nebraska.....	659	778	-22
36. Idaho.....	213	220	+19	48. North Dakota.....	326	386	+58
37. Minnesota.....	1,226	1,271	-38	49. Wyoming.....	108	128	+22
38. Maine.....	381	397	+24	50. Montana.....	257	308	+57
39. Iowa.....	1,182	1,233	-59	51. Virginia.....	1,158	2,108	-66
40. Massachusetts.....	2,033	2,127	+100	52. Maryland.....	780	2,217	+30
41. South Dakota.....	331	348	-19	53. Dist. of Columbia.....	233	8,929	+53
42. New Hampshire.....	223	237	+13				

GAINS		LOSSES	
By appointment.....	884	By separation.....	56
By transfer.....	31	By transfer.....	36
By reinstatement.....	3	By correction.....	1
By correction.....	6		
<b>Total.....</b>	<b>924</b>	<b>Total.....</b>	<b>93</b>
		<b>Total appointments.....</b>	<b>59,681</b>

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 17,461.

Condition of the apportionment at close of business Monday, Mar. 31, 1941, based on 1940 census

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS—continued		
1. Virgin Islands.....	11	0	31. Washington.....	797	787
2. Puerto Rico.....	859	46	QUOTA FILLED		
3. Hawaii.....	194	20	32. Oregon.....	500	500
4. Alaska.....	33	11	IN EXCESS		
5. California.....	3, 173	1, 075	33. Minnesota.....	1, 283	1, 288
6. Texas.....	2, 946	1, 351	34. Missouri.....	1, 738	1, 745
7. Louisiana.....	1, 086	531	35. Colorado.....	516	524
8. Michigan.....	2, 414	1, 265	36. Vermont.....	165	171
9. Arizona.....	229	127	37. Pennsylvania.....	4, 547	4, 715
10. South Carolina.....	873	510	38. Connecticut.....	785	816
11. Kentucky.....	1, 307	829	39. New Hampshire.....	226	239
12. Mississippi.....	1, 003	639	40. Maine.....	389	415
13. New Mexico.....	244	156	41. Iowa.....	1, 166	1, 251
14. Georgia.....	1, 435	924	42. Massachusetts.....	1, 983	2, 152
15. Alabama.....	1, 301	862	43. Wyoming.....	115	129
16. Arkansas.....	895	605	44. Rhode Island.....	328	375
17. North Carolina.....	1, 641	1, 110	45. Utah.....	253	293
18. Ohio.....	3, 173	2, 205	46. South Dakota.....	295	358
19. Nevada.....	51	36	47. Montana.....	257	332
20. New Jersey.....	1, 911	1, 410	48. Kansas.....	827	1, 134
21. Tennessee.....	1, 339	1, 073	49. Nebraska.....	604	840
22. Florida.....	872	710	50. North Dakota.....	295	423
23. Oklahoma.....	1, 073	946	51. Virginia.....	1, 230	2, 118
24. Illinois.....	3, 627	3, 252	52. Maryland.....	837	2, 245
25. Indiana.....	1, 574	1, 424	53. District of Columbia.....	305	8, 965
26. Idaho.....	241	226			
27. Wisconsin.....	1, 441	1, 362			
28. Delaware.....	122	119			
29. New York.....	6, 191	6, 075			
30. West Virginia.....	874	862			

GAINS		LOSSES	
By appointment.....	357	By separation.....	26
By transfer.....	48	By transfer.....	48
By reinstatement.....	4	By correction.....	2
By correction.....	1	Total.....	76
Total.....	410	Total appointments.....	61, 576

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportioned figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 18,079.

Condition of the apportionment at close of business Monday, June 30, 1941

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS—continued		
1. Virgin Islands.....	12	0	17. Arkansas.....	936	652
2. Puerto Rico.....	897	46	18. Ohio.....	3, 316	2, 324
3. Hawaii.....	203	22	19. New Jersey.....	1, 997	1, 435
4. California.....	3, 316	1, 127	20. Nevada.....	53	40
5. Alaska.....	35	12	21. Tennessee.....	1, 400	1, 120
6. Texas.....	3, 144	1, 477	22. Florida.....	911	744
7. Louisiana.....	1, 135	549	23. Indiana.....	1, 645	1, 469
8. Michigan.....	2, 523	1, 300	24. Illinois.....	3, 791	3, 425
9. Arizona.....	240	134	25. Idaho.....	252	228
10. South Carolina.....	912	541	26. Oklahoma.....	1, 122	1, 045
11. Kentucky.....	1, 366	853	27. Oregon.....	523	499
12. Mississippi.....	1, 048	672	28. Wisconsin.....	1, 506	1, 441
13. Georgia.....	1, 500	962	29. Delaware.....	128	123
14. New Mexico.....	255	165	30. Washington.....	833	823
15. Alabama.....	1, 360	891	31. West Virginia.....	913	906
16. North Carolina.....	1, 715	1, 168			

Condition of the apportionment at close of business Monday, June 30, 1941—Con.

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN EXCESS			IN EXCESS—continued		
32. Connecticut	821	830	43. Iowa	1,218	1,358
33. Vermont	173	175	44. Rhode Island	342	383
34. Pennsylvania	4,752	4,864	45. Utah	264	306
35. Maine	407	417	46. South Dakota	309	379
36. New Hampshire	236	242	47. Montana	269	340
37. New York	6,470	6,703	48. Kansas	865	1,193
38. Massachusetts	2,072	2,163	49. North Dakota	308	437
39. Missouri	1,817	1,896	50. Virginia	1,285	2,137
40. Minnesota	1,340	1,409	51. Nebraska	567	969
41. Wyoming	120	128	52. Maryland	874	2,294
42. Colorado	539	600	53. District of Columbia	318	8,937

GAINS		LOSSES	
By appointment	1,416	By separation	86
By transfer	16	By transfer	105
By reinstatement	2	By correction	2
By correction	3	Total	193
Total	1,437	Total appointments	64,353

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 18,544.

Condition of the apportionment at close of business Tuesday, Sept. 30, 1941

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN ARREARS—continued		
1. Puerto Rico	1,062	49	29. Wisconsin	1,783	1,675
2. Virgin Islands	14	1	30. Vermont	204	196
3. Hawaii	241	22	31. Pennsylvania	5,627	5,427
4. Alaska	41	12	32. Rhode Island	405	404
5. California	3,926	1,307	33. Massachusetts	2,453	2,449
6. Louisiana	1,344	618	IN EXCESS		
7. Michigan	2,987	1,428	34. West Virginia	1,081	1,094
8. Arizona	284	144	35. New Hampshire	279	284
9. Texas	3,646	1,853	36. Maine	482	503
10. Georgia	1,775	1,059	37. Oklahoma	1,328	1,395
11. South Carolina	1,080	647	38. Missouri	2,151	2,274
12. Kentucky	1,617	983	39. Washington	987	1,052
13. Mississippi	1,241	797	40. Wyoming	142	153
14. Alabama	1,610	1,038	41. Colorado	638	733
15. North Carolina	2,030	1,373	42. Utah	313	361
16. New Mexico	302	206	43. Iowa	1,443	1,677
17. New Jersey	2,364	1,661	44. Minnesota	1,587	1,878
18. Ohio	3,926	2,766	45. New York	7,661	9,602
19. Arkansas	1,108	784	46. Montana	318	434
20. Nevada	63	45	47. Kansas	1,024	1,434
21. Florida	1,078	862	48. South Dakota	365	516
22. Tennessee	1,657	1,337	49. North Dakota	365	516
23. Indiana	1,948	1,686	50. Virginia	1,522	2,387
24. Delaware	151	133	51. Nebraska	748	1,258
25. Idaho	298	268	52. Maryland	1,035	2,575
26. Illinois	4,488	4,042	53. District of Columbia	377	9,335
27. Oregon	619	562			
28. Connecticut	971	897			

GAINS		LOSSES	
By appointment	3,466	By separation	100
By transfer	36	By transfer	82
By reinstatement	1	Total	182
By correction	1	Total appointments	76,192
Total	3,504		

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 19,136.



Condition of the apportionment at close of business Monday, Dec. 15, 1941

State	Number of positions to which entitled	Number of positions occupied	State	Number of positions to which entitled	Number of positions occupied
IN ARREARS			IN EXCESS		
1. Puerto Rico	1,137	51	33. West Virginia	1,157	1,185
2. Virgin Islands	15	1	34. Washington	1,056	1,093
3. Hawaii	257	23	35. New Hampshire	299	310
4. Alaska	44	14	36. Massachusetts	2,625	2,741
5. California	4,201	1,390	37. Missouri	2,302	2,470
6. Louisiana	1,438	651	38. Maine	515	557
7. Michigan	3,196	1,510	39. Oklahoma	1,421	1,558
8. Texas	3,901	2,045	40. Utah	335	383
9. Arizona	304	163	41. Colorado	683	812
10. Georgia	1,900	1,128	42. Wyoming	152	184
11. South Carolina	1,155	701	43. Minnesota	1,698	2,067
12. Kentucky	1,731	1,078	44. Iowa	1,544	1,883
13. Alabama	1,723	1,104	45. New York	8,197	10,291
14. Mississippi	1,328	884	46. Montana	340	466
15. Ohio	4,201	2,878	47. Kansas	1,095	1,545
16. North Carolina	2,172	1,511	48. North Dakota	390	589
17. New Mexico	323	230	49. Virginia	1,629	2,507
18. Arkansas	1,186	863	50. South Dakota	691	606
19. New Jersey	2,530	1,860	51. Nebraska	800	1,429
20. Tennessee	1,773	1,451	52. Maryland	1,108	2,694
21. Florida	1,154	962	53. District of Columbia	403	9,464
22. Nevada	67	56			
23. Indiana	2,085	1,779	GAINS		
24. Illinois	4,803	4,222	By appointment	1,080	
25. Oregon	663	583	By transfer	35	
26. Delaware	162	143	Total	1,115	
27. Connecticut	1,039	956	LOSSES		
28. Delaware	1,908	1,760	By separation	164	
29. Idaho	319	295	By transfer	92	
30. Pennsylvania	6,021	5,768	Total	256	
31. Rhode Island	434	422	Total appointments	81,528	
32. Vermont	218	212			

NOTE.—Number of employees occupying apportioned positions who are excluded from the apportionment figures under sec. 3, rule VII, and the Attorney General's opinion of Aug. 25, 1934, 20,000.

Civilian employment in the executive branch of the U. S. Government in the District of Columbia by quarterly periods by sex—June 1940–September 1941<sup>1</sup>

Month	Employment			Increase over previous period			Cumulative increase		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
June 1940	133,645	80,607	53,038						
September 1940	145,191	<sup>2</sup> 87,115	<sup>2</sup> 58,076	11,546	6,508	5,038	11,546	6,508	5,038
December 1940	154,680	92,092	62,588	9,489	4,977	4,512	21,035	11,485	9,550
March 1941	166,537	<sup>2</sup> 97,791	<sup>2</sup> 68,746	11,857	5,699	6,158	32,892	17,184	15,708
June 1941	183,907	106,134	77,773	17,370	8,343	9,027	50,262	25,527	24,735
September 1941	190,832	<sup>2</sup> 107,839	<sup>2</sup> 82,993	6,925	1,705	5,220	57,187	27,232	29,955

<sup>1</sup> Excludes temporary employees in substitute grades of the Post Office Department.

<sup>2</sup> Estimated.

## EXHIBIT 4.—CHILD-CARE FACILITIES AND THE WOMAN DEFENSE WORKER

REPORT BY THE WOMEN'S AUXILIARY DEFENSE COMMITTEE, UNITED FEDERAL WORKERS OF AMERICA, CONGRESS OF INDUSTRIAL ORGANIZATIONS, WASHINGTON, D. C.

JANUARY 12, 1942.

The Congress of Women's Auxiliaries, Congress of Industrial Organizations, at its first national conference in Detroit, held simultaneously with the Congress of Industrial Organizations convention, passed the following resolution:

"Whereas it is vital to the defense of the Nation that women be released from domestic duties in order that they take part in defense industry and in volunteer defense work; and

"Whereas there are at present totally inadequate facilities for this purpose: Be it therefore

*Resolved*, That the Congress of Women's Auxiliaries urge the following:

"The immediate establishment of free nurseries for children of workers, such nurseries to be staffed both by professional educators and by child-care volunteers, trained by the United States Children's Bureau, and such nurseries to be financed by the Government \* \* \*."

To carry out the mandates of this resolution, the United Federal Workers' Auxiliary of the District of Columbia has been active in urging an immediate large-scale program. Federal funds are needed for building space, professional staff, and some part of the equipment.

In view of the totally inadequate child-care facilities in the District of Columbia, the United Federal Workers' Women's Auxiliary, Congress of Industrial Organizations, as part of its defense program urges that Federal funds be allocated immediately for the establishment of large numbers of free child-care centers.

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(Exhibits 5 to 31 are statements submitted by various organizations in answer to a letter from Congressman Tolson requesting information concerning the activities of the organization and how they have been changed or modified as a result of the defense effort and the war.)

## EXHIBIT 5.—AMERICAN ASSOCIATION OF UNIVERSITY WOMEN, WASHINGTON, D. C.

REPORT BY ESTHER COLE FRANKLIN, ASSOCIATE IN SOCIAL STUDIES, JANUARY 27, 1942

This association's 73,000 members, all of them alumnae of colleges and universities of high standing, are organized for educational and civic work in 925 communities of the United States and its possessions. Founded 60 years ago for practical educational work, the association now carries on a Nation-wide program of study and activity in the fields of education, international relations, social studies, economic and legal status of women, and the arts.

Virtually every aspect of this comprehensive program has been modified over the past year and a half by the social problems created by defense. The national board of directors and the national subject-matter committees, through the headquarters staff of experts, as well as resourceful local leaders, have adapted the existing program of study and activity to the changing needs since the European war broke out in the fall of 1939.]

### DEFENSE ACTIVITIES OF THE NATIONAL OFFICE

A few weeks after President Roosevelt had appointed the National Defense Advisory Commission, the American Association of University Women released a bulletin of program suggestions, entitled, "Today's challenge to the American Association of University Women." The section headings indicate the emphasis for branch work: First, Look at your community; Cultivate intelligent public-opinion; Support the schools; Protect children and young people; Watch consumer interests; Speed the adjustment of immigrants; Aid war refugees; Strengthen welfare services; Encourage the spirit of free inquiry; Build toward renewal

through the arts; Catalog American Association of University Women members; See that women's abilities are used; and Uphold standards for volunteer workers.

Each issue of the quarterly journal and the general director's letter, sent to national, State, and local officers of the association, has incorporated program suggestions pointed up by the defense program prepared by each member of the national staff. In the fall of 1940, registration cards for members were prepared by the committee on economic and legal status of women and furnished to branches on request. Up to December 1, 1941, over 550 branches had completed the registration of members for defense work in the communities. In the meantime, the Office of Civilian Defense had been established, and the American Association of University Women registration lists were furnished where requested to the local defense councils.

Among the resolutions passed by the biennial convention of the association, May 1941, were the following dealing directly with the problems of defense: (1) A coordinated welfare system, adequate labor standards, fair both to employer and employee, and community education on all social and consumer problems are essential to the maintenance of the democratic way of life; (2) the American Association of University Women, as a means of protecting civilian standards and assisting in the defense program shall advocate: First, the practice of thrift; second, investment in defense savings; third, reduction in number of patterns and styles of merchandise wherever it is deemed necessary in order that labor and machines may be more effectively and economically used; (3) realizing the increasing gravity of the national emergency as the world crisis intensifies, and recognizing the responsibility of the American Association of University Women for its share in national leadership, this convention urges upon the board of directors the full exercise of its initiative during the period between conventions, including the appointment of whatever committee or committees the emergency may require.

In the various workshops where State and branch committee chairmen met to analyze and exchange problems and experiences in community activities the principal questions were those dealing with community defense situations. In the social studies workshop nearly 20 branches reported definite organization for community defense work, most of them cooperating with local defense councils. It is a principle of the association's program that community work should be determined by the needs of the community and the particular skills of the branch members in meeting those needs; hence the variation in activities as evidenced by discussions in these workshops at convention. The discussion served to guide the headquarters staff in furnishing materials to local groups for study and first-hand inquiry.

Questions relating particularly to community defense problems dealt with consumer protection and representation during the war effort; the effect of the emergency on long-range welfare and relief programs; American Association of University Women's part in frontier thinking on post-defense, and planning for proper economic and social adjustments after the war; appropriate American Association of University Women participation in defense housing programs including homes registration and rooms registry services and formulation of community opinion with respect to public housing projects for defense workers; community plans for recreation and other services near army camps particularly in relation to the campaign and work of the United Service Organizations; and the training, employment and housing of women workers in defense industries.

Since November 1940, the series of bulletins issued each month by the social studies office under the general heading Contemporary America have dealt with national defense problems, among them: Organization for national defense, Labor and defense, Taxation and defense, America's migrant problem, Inflation, and Conservation. Each bulletin summarizes the over-all problem and the national policies closely related to it; and then points out the specific ways in which each local group may analyze the problem as it is reflected in the community. Out of the study groups using contemporary America have come a wide variety of community activities looking toward adequate housing, health, welfare and recreational facilities for the added population brought in by defense industries and Army and Navy concentration centers.

The problem-of-the-month in international relations, prepared by the associate in international education, has furnished factual material for community forums and discussion groups, and has been of value in many communities in the establishment of civilian morale. Likewise, educational materials from the office of the

associate in childhood education have dealt with the development and welfare of children and the expansion of school facilities during the crisis, particularly in defense areas.

Another function performed by the national headquarters of the association is that of continuous contact and conferences with the Federal agencies determining policies with respect to civilian defense and civilian morale, and with the other educational and civic organizations carrying on similar activities. The informal relationships between the headquarters staff and the Consumer Division of the Office of Price Administration, the Office of Defense Health and Welfare Services, and the Office of Civilian Defense, are of particular importance at this time. Examples of contributions to national policy include the work of Mrs. Harriet Ahlers Houdlette, associate in childhood education, on the national commission for young children; and the services of Dr. Esther Caukin Brunauer, associate in international education, on the commission to study the organization of peace (both nongovernmental). Dr. Brunauer has also served as a consultant to the Office of Civilian Defense; and on request, Dr. Esther Cole Franklin, associate in social studies, has prepared packets of American Association of University Women materials for the various civilian defense regional offices.

Support of legislation has been authorized by the national committee on legislative program since the May 1941 Convention on the following bills in the social studies field: The Voorhis bill to establish a post-emergency economic advisory commission; the Tolan bill to regulate private employment agencies engaged in interstate commerce; and the price control bill. (Copy of the American Association of University Women testimony on each measure is appended.) A summary of national policies governing the course of the program of the American Association of University Women during the war appears in the January issue of the journal of the association. (A marked copy is being sent under separate cover.)

#### DEFENSE ACTIVITIES OF STATE DIVISIONS AND BRANCHES

In the States and branches, programs in 1941-42 have been geared largely to defense needs. Statistical data on branch activities will not be available until the annual branch reports are submitted in the late spring. There is ample evidence, however, that activities of branches include: (1) Cooperating with other groups and with local defense councils, both in undertaking community education and welfare projects as a group and in placing individual volunteers where they can serve most effectively in the community defense effort; (2) organizing and carrying on forums, radio programs, and newspaper publicity series dealing with community problems related to defense, among them: the needs of the schools; the situation with respect to care for children of working mothers; nutrition education; education of aliens, of citizen-illiterates and of draftees rejected for illiteracy; consumer interests and the dangers of inflation; defense savings; housing conditions; the training and employment of women; and the need for added recreational facilities; (3) actually working as an organization to find out at first-hand the community problems and using organizational influence to meet these problems through discussion with officials in State and municipal governments.

Branches in defense areas have been particularly active. Every week letters bring word of new activities undertaken because of urgent defense situations. The activities range from the furnishing of rooms and motor transportation and volunteering as clerical workers in the defense agencies to serving as members of defense councils and assisting in making plans and policies.

American Association of University Women members in many parts of the country are serving on State and local nutrition committees and on consumer-interest committees connected with the defense councils. In a few defense centers, American Association of University Women branches are furnishing leadership for the direction of activity in fair rent committees and in local price reporting. Branches which had registered members in the fall of 1940 have taken initiative in making community surveys and assisting in the development of volunteer civilian defense offices for the proper utilization of volunteers not only within American Association of University Women but in other organizations and among the unorganized women of the community. American Association of University Women branches have recognized the tremendous problems in some defense areas where health conditions have been made acute, where school facilities have been overtaxed, and where housing has been woefully inadequate. They have attempted to cooperate with other groups in these communities to secure through local, state and federal governments, the facilities needed.

## EXHIBIT 6.—AMERICAN BAR ASSOCIATION, CHICAGO, ILL.

REPORT BY HARRY S. KNIGHT, SECRETARY

JANUARY 19, 1942.

The American Bar Association is a voluntary association composed of approximately 30,000 lawyers gathered from every State, Territory, and possession of the United States. These 30,000 lawyers are what might be called personal or direct members. In addition, the American Bar Association (hereafter referred to as "A. B. A.") reaches and represents through its house of delegates approximately 85,000 additional lawyers scattered over the same area.

The house of delegates of the A. B. A. is composed of 182 delegates representing the State and Territorial Bar Associations, the larger City Bar Associations, and certain other national associations of lawyers.

The house of delegates is the policy-determining body for the association; it meets twice a year, in the fall and early spring. The general meeting of the association, which holds assembly meetings open to all members of the association, meets annually in the early fall.

The association has numerous special and standing committees, the membership of which extends into every State in the United States, and into the various localities of the States.

The A. B. A. maintains general headquarters at 1140 North Dearborn Street, Chicago, that maintains a permanent staff of approximately 25 people under the immediate direction of Mrs. Olive G. Ricker, executive secretary of A. B. A.

A. B. A. publishes a monthly journal composed of from 75 to 100 pages, publishing articles in the interest of the profession, which can be and is being used for the purpose of bringing to the attention of the lawyers of the Nation their duties and obligations.

Through our representative system, the activities of the association and of its committees and sections, through the mails and otherwise, reach not only the 30,000 direct members, but reach the members of the State and local bar associations who are not direct members of the A. B. A.

The general objects and purposes of the association are to promote the administration of justice, the uniformity of legislation and of judicial decision, throughout the Nation and to correlate the activities of bar organizations in the respective States on a representative basis in the interest of the legal profession and of the public throughout the United States.

To that end the association has 14 separate sections devoted to special branches of the law, which are merely units of the association, such as the patent and trademark section, a section devoted to public utilities, etc.

Among other separate or subordinate units is one entitled "Junior Bar Conference" which is composed of members under the age of 36 years.

What is A. B. A. doing to help in the national crisis?

In the fall of 1940, there was created a committee on national defense composed of Col. Edmund R. Beckwith, of New York, as chairman, and one member from each Federal judicial circuit. This committee for the past year and at the present time maintains office headquarters at 1002 Hill Building, Washington, D. C.

In December 1940 and since, this committee has compiled a pamphlet manual of law of 90 pages for use by advisory boards for registrants, circulated 200,000 copies, which is a concise yet well annotated compilation of the Soldiers' and Sailors' Civil Relief Act of 1940, and of their several relationships affected by the military service, the National Service Life Insurance Act of 1940, and the law pertaining to selective training and service. This is not only being used by the boards but is being used by the counsel for the boards and by lawyers who are called upon to give advice to registrants and their families, and act for and in their behalf in the emergency.

This committee has effected an organization of lawyers throughout the United States—at least one in each county of the United States—who have expressed their willingness to give free legal aid to our draftees and soldiers, and their families, when such persons are unable to pay for such aid.

The committee has also made contacts through the War and Navy Departments to further this work. A few examples will be explanatory: A service man in Iceland learns from home that there is trouble about the rent, the payment on the radio, or ice box, or that a remote relative has died and a prospect of a small inheritance should have attention. He immediately contacts his superior officer in Iceland. The superior officer contacts the War or Navy Department, as the

case may be, in Washington, and they in turn immediately communicate with the chairman of the committee on national defense at his headquarters in Washington, that all of this trouble is in some remote town in Kansas, and the national defense office of A. B. A. immediately contacts the lawyer in this remote town in Kansas, and the legal problem is given attention.

More than 500 cases of this kind have been acted upon since the creating of this committee. The committee is about to put out a second edition of the Manual of Law pertaining to draftees and enlisted men.

This committee has also effected a contact with the Federal Bureau of Investigation whereby the committee can obtain a responsible lawyer in any locality in the United States who will cooperate with the Federal Bureau of Investigation in making any local investigation.

Our junior members with the assistance of some of the seniors have prepared outlines of data for addresses which have been, are being, and will continue to be made in the various localities throughout the United States, to the schools, to service clubs and whatever opportunity affords, for the purpose of maintaining the morale and laying before the people their duties as citizens in an emergency of this kind, to cooperate with their civilian defense authorities—in short, what it means to be a good and helpful citizen.

For some years past it has been customary for one of our sections, known as the bar organization activities section, to hold a series of regional meetings, beginning usually in January and extending until the late spring. These meetings are staged in a central city for the benefit of the lawyers from four or five States, in the immediate locality, and programs are arranged for a day and an evening to bring the work and activities of the A. B. A. home to the many lawyers who would not normally travel the distance to go to an annual national meeting. For example, on January 16 this year a regional meeting was held at Raleigh, N. C., for the purpose of bringing in the lawyers of North Carolina, South Carolina, Virginia, West Virginia, Tennessee, and Kentucky. On January 17 there was a regional meeting held at Jacksonville, Fla., for the benefit of the lawyers of Florida, Alabama, and Georgia; and other meetings are scheduled for different parts of the country during the next few months.

In the early part of January it was determined by the administrative board, which is the interim governing body of the A. B. A. that the normal programs of these meetings should be replaced by programs featuring the different phases of national defense, and what the lawyer as a lawyer, not as a citizen, could do to assist in this emergency. For instance, at the Raleigh meeting Mr. Tappan Gregory, a top lawyer of the Chicago bar, addressed the lawyers present on what they could do to assist the committee on national defense, the work of which has just above been outlined, and particularly what they could do in their respective communities, to make some investigation and report any needs or wants which have been occasioned by our crisis, which the lawyer as a lawyer can assist in remedying. At the same meeting Mr. George L. Haight, a top lawyer in Chicago, a member of the A. B. A.'s committee on civil rights, addressed the lawyers and turned from "rights" to "duties and obligations," endeavoring to have the lawyers there present go to the people of their own communities, impress upon them what must temporarily be given up or surrendered in order that we may have our rights in the long run; and to impress upon the lawyers there present, so that they in turn may impress upon the people, that as citizens of a democracy they have obligations which are now more important than rights.

Other talks have been and will continue to be made along the same lines. In other words, these regional meetings will be conducted in the coming months and there will be scheduled as the principal features the work and the possibilities of future work of our committee on national defense, with its headquarters in Washington.

Our committee on legal aid, which now has established in all the larger centers systems of rendering legal aid and advice gratuitously to all of those who are unable to pay for it.

*Work in course.*—We are endeavoring to extend the work of the defense committee and legal aid combined, so that it will extend not only to those who are in the armed forces or in our camps as draftees but will extend to those who have been thrown out of employment by reason of industrial priorities—not necessarily to assist them in procuring new jobs, but to assist them with legal service if such may be needed by reason of their unemployment.

We are endeavoring to develop a service to be spread by our younger men in the communities of the Nation to interpret and explain the numerous regulations which are coming out of Washington which affect the rank-and-file individual.

Many of these, either by reason of improper newspaper publicity or improper comprehension, are not understood, and are confused; and it is with the hope of clarifying these that an effort is being made to have them explained in the communities.

In addition to the foregoing, of course lawyers in every community, as leaders of thought and leaders of men, are participating as citizens in Red Cross, Defense bonds, organizing air-raid wardens, and many other activities, but we consider that in this work the lawyers are acting not as lawyers but as citizens, and we have confined the foregoing to their work as lawyers.

We are yet planning, and expect to continue to plan.

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## EXHIBIT 7.—THE AMERICAN DIETETIC ASSOCIATION, CHICAGO, ILL.

REPORT BY NELDA ROSS, PRESIDENT

JANUARY 20, 1942.

The American Dietetic Association is a professional organization with 4,700 members.

These members hold positions as hospital dietitians, nutritionists, teachers, school lunchroom managers, college food service directors, home economists with commercial firms, research workers, and many other positions concerned with food and nutrition.

"The object of this association shall be to improve the nutritional status of human beings; to bring about closer cooperation among dietitians and nutritionists and workers in allied fields; to raise the standard of dietary work." (From the Constitution of the American Dietetic Association.)

Membership requirements include a bachelor's degree with a major in foods and nutrition or institution management, followed by an approved course in applied nutrition or institution management. For this approved course applicants may substitute 2 years of successful experience in nutrition or institution management, as defined by the constitution and approved by the executive board of the association.

The business of the organization is managed by the executive board. The members of this board are the elected officers and the appointed chairmen of the four sections representing the interests of the members—namely: Administration, diet therapy, community education and professional education.

The house of delegates, which includes delegates from the 38 affiliated State organizations, elects the vice president who is also the chairman of the house of delegates.

The business office is located at 185 North Wabash Avenue, Chicago, Ill., and is under the direction of the business manager—Miss Dorothy I. Lenfest, who is also the director of the placement bureau. This bureau provides service for members of the association seeking employment and for employers seeking dietitians.

A journal is published monthly, the Journal of the American Dietetic Association. The editorial office is in New Canaan, Conn., the editor—Mrs. Mary Paseo Huddleson. An educational director—Miss Gladys E. Hall, is employed by the association. Her duties include inspection of the hospital, administration, and clinic courses approved by the association, coordination of all educational policies, projects, and studies of the association.

This association has 38 affiliated State associations and approximately 45 local groups. Through these groups, the association reaches the individual members who participate in programs of work and projects sponsored by the association.

The following has been accomplished in our defense program:

Registration of all active and inactive dietitians with their special qualifications. These records may be obtained from the secretary of the State dietetic association.

For the dietitian who has been inactive, refresher courses have been held. For plans and discussions of community projects, nutrition seminars have been held.

Activities have included educational exhibits, food demonstrations, publicized uses of protective foods, demonstrations on the use of surplus commodities, assistance in school lunch programs, radio programs on normal nutrition, on market news and programs which urge the housewife to buy, and the merchant to sell graded products.

Consultation services are offered to social agencies on family budgets.

Nutrition centers have been established in some States to give information to the housewife on problems connected with food for her family.

Valuable material has been compiled and made available as a school lunchroom manual, low-cost recipes, and concise information on the normal diet.

Speakers' bureaus have been organized and many talks given on nutrition problems.

Members have contributed articles on nutrition to local newspapers.

Members have served on the State nutrition councils. They have cooperated with the Red Cross in teaching both nutrition and canteen courses to the laymen.

Efforts have been made to increase the number of dietitians available for service by talks in schools on dietetics as a career by increasing the number of student dietitians in some courses already established and by establishing new approved training courses.

For 1942, refresher courses, nutrition centers, publicized information on the selection and preparation of the normal diet have been continued. Members are working on outlines for courses as well as teaching Red Cross nutrition and canteen courses.

Time studies, job analyses have aided many in reorganization of their departments to meet the increasing shortage both of dietitians and employees.

Projects of the association for 1942 include studies in administration, diet therapy, community education, and professional education.

Studies are selected with a view to their timeliness and their value to the members of the profession. Several projects for 1942 are listed with the section responsible for the study.

#### Administration section:

1. Set up simple specifications for meat purchasing.
2. Check course of study for canteen work. Suggestions for setting up an inexpensive canteen that could be installed on a small truck.
3. Suggest emergency equipment for small units.

#### Diet therapy section:

1. Compilation of new figures for nutritive value of foods as results are reported in current publications.
2. Continuation of the study of the vitamin A versus carotene content of certain therapeutic diets.

#### Community education:

1. The preparation and collection of recipes, and outlines for lessons in meal planning and budgeting for lower income families
2. A study of the use of non-home economics volunteers in nutrition education.

#### Professional education:

1. The needs and responsibilities of the dietitian in service.
2. Educational requirements for dietitians teaching student nurses.

The members of the American Dietetic Association have cooperated with existing agencies in emphasizing good nutrition for everyone.

The defense program includes efforts to increase the number of women trained in nutrition and institution management.

The American Dietetic Association, affiliated State associations and individual members have been active in furthering principles of good nutrition and methods by which it may be attained.

## EXHIBIT 8.—AMERICAN FEDERATION OF LABOR, WASHINGTON, D. C.

REPORT BY WILLIAM GREEN, PRESIDENT

The American Federation of Labor is wholeheartedly in support of the action of our Government in declaring war on the Axis nations. We believe that this is a world-wide conflict in which representatives of new political despotisms have declared war upon nations which are devoted to maintaining democratic institutions. We in the labor movement realize that we have a major stake in the outcome of this conflict for our very right to free organization is involved. As we believe that effective support for the foreign policy of the Government can develop only from understanding, the American Federation of Labor has done its part in making sure that its members understand what is involved in the struggle. As a result of our efforts two distinguished British trade unionists have talked to large groups of labor representatives and other citizens in key cities, bringing a direct



message of the experiences of British trade unions. When war was declared special conferences of our officials issued manifestos pledging support in behalf of labor and directing that controversies on labor issues be referred to mediation and arbitration agencies without interruption of production. In addition, at the request of the President of the United States, the federation designated representatives to join with representatives of employers in working out a program for handling labor disputes during the war. The unity of labor representatives in these conferences was mainly instrumental in achieving a constructive program.

These two measures—understanding and official labor program for the guidance of wage earners, together with public machinery for the adjustment of labor disputes supplementing union provisions, laid the foundations for morale in that large sector of the population called wage earners and small salaried workers. Citizens are willing to make sacrifices and endure hardships when they are assured their sacrifices will not accrue to the personal gain of individuals or groups.

These practical organizational moves have been supplemented by admonitions to invest in democratic institutions by putting the financial as well as the moral strength of unions behind the Government by personal and organizational buying of defense bonds. This admonition has been followed with notable results in union investments in defense bonds.

Wherever opportunities have been afforded us, the American Federation of Labor has designated representatives to cooperate with the Government in connection with the conversion of civilian production to war purposes. We believe that national morale is essential to winning this war and that morale is dependent upon assurance that the Government is planning to preserve the investments which workers, owners, and managements have made in the industrial undertakings of this Nation. Morale can best be maintained when the Government plans this transition so that complete utilization is made of our production facilities, so that primary civilian needs are met while we produce the tools of warfare for ourselves and allied democratic nations so that as much as is needed is available when and where it is wanted. This transition can be made without enormous and costly wastes of time in getting war production at capacity only if existing production facilities and labor skills are conserved.

Perhaps the most important single element in maintaining morale is responsibility. This can be promoted by permitting existing organizations to delegate representatives to share in policy making and direction of work.

We regret that this principle of organizational representation has not been followed in all cases where the defense administration was concerned with labor issues and labor welfare. Where it has been followed results were evident in initiative and responsibility.

In my earlier testimony, July 15, 1941, I presented to your committee extensive data on shortages of essential community facilities, proper housing, recreational facilities, schools, and health services, especially in new communities and those growing rapidly because of defense construction or nearness to military centers. These deficiencies are still acute.

The American Federation of Labor has urged expansion of social security by the inclusion of benefits to serve both temporary and permanent disability, together with broadening of coverage to meet the emergencies which may interfere with income earning. Adequate provisions for such emergencies become increasingly important because changes are sudden and unexpected and unless there are adequate provisions assuring income, worry and uncertainty would surely cut into morale. We are urging an adequate national system of social security. With the payment of compensation for loss of income due to sickness both the individual and his dependents are more secure and would benefit proportionately if payments included provisions for medical care. Adequate social security provisions with equal treatment for all citizens are basic provisions in civilian welfare and morale. The British example in extending and increasing its social insurance programs in the midst of war is one we should follow.

The American Federation of Labor has as yet been able to do little for civilian defense except to urge State federations of labor and city central bodies to participate in community undertakings. As the program for civilian defense unfolds, we hope to do more, for matters vitally affecting labor interests will be involved. While some aspects of civilian defense, such as the training of auxiliary fire-fighters, placing of watchers on factory roofs, and the hours of spotters, etc., are of special concern to labor, in many matters wage earners' interests are those of all other citizens in community safety. Much of the civilian defense program should be the joint concern of the community, all citizens serving together for their common advantage.

## EXHIBIT 9.—AMERICAN FRIENDS SERVICE COMMITTEE, PHILADELPHIA, PA.

REPORT BY C. REED CARY, CHAIRMAN, PUBLICITY COMMITTEE

The American Friends Service Committee represents American Friends, collectively, in the attempt to carry on education, service, and social experimentation both at home and abroad in accord with the basic principles of the Religious Society of Friends. The committee was founded in 1917. Its first work was to bring relief to civilians behind the battle lines in France. Shortly after the armistice it was working in Germany, Russia, and Austria.

Its primary objective is to serve in areas in which social groups are suffering because of economic maladjustment or because of war, or other social evils.

It endeavors to make it possible for those needing assistance to help themselves although it also administers relief where self-support is not possible.

Practically all of its overhead is subscribed by members of the Religious Society of Friends for the purpose. The funds expended directly on the various activities of the committee are derived from many sources, only a small proportion being from Friends.

There are at present approximately 125 paid workers who are assisted by a large but indefinite number of volunteers. The work is divided for organizational purposes into the following sections:

1. Refugee and overseas relief.
2. Social industrial.
3. Peace.
4. Civilian public service.

The American Friends Service Committee among its various activities is conducting two programs which seem to fall within the area of interest of the House Committee Investigating National Defense Migration. These are:

- A. A program of aid in Americanization and placement of refugees and other aliens.
- B. A program of summer work camps and civilian public service camp projects.

*A. A program of aid in Americanization and placement of refugees and other aliens.*

The European relief activities of our committee at the close of the first World War led to the establishment of Quaker centers in a number of European cities which were maintained until the entry of the United States into the present war as foci of international understanding and good will and religious stimulus.

When religious and racial persecution began in Europe, persons turned to these centers for guidance and practical assistance. When pressure of persecution caused large-scale population movements, these centers became involved in advising migrants. The refugee committee was formed in January 1939 to aid recommended refugee immigrants entering the United States in their adjustment to our country.

We have cooperated with other American agencies serving refugees in providing initial hospitality to new arrivals, assisting in resettlement in certain cases, rendering some placement service—particularly to students and scholars—and carrying on Americanization work through Quaker hostels and summer camp groups which provide a period of orientation and retraining as a preliminary for job placement and establishment in American community living.

The effort of our committee in rendering these services has been to aid in the integration in American life of the new immigrant group which recent developments in Europe have presented to the United States and to stimulate understanding of the refugee problems among Americans and an acceptance by them of this new group in our communities. Many of the refugee immigrants bring useful skills to the United States.

*Program of aid to aliens under war conditions*

Since the outbreak of war our committee has felt gravely concerned over the plight of aliens now resident in the United States who are nationals of countries with which we are at war but who are themselves friendly and loyal to the United States. We are now in process of studying present needs and of planning our future program. In whatever services in this area we may decide to undertake we would follow the practice of our committee to develop only such services as are not adequately provided by other agencies, and as may be appropriate to our

organization and resources and to emphasize the demonstration of new types of projects which might later be carried out by other organizations on a larger scale. We have under consideration the extension of present activities and the possible development of certain new services as follows:

It is evident that aliens in the United States particularly nationals of enemy countries will find difficulty in keeping and finding jobs. We, therefore, hope to increase our efforts to aid aliens in job placement and to indicate to employers the large unused reservoir of skilled workers in our recent immigrant group which has great potential value for the United States at this time.

We also hope to continue present projects and plan new projects to provide orientation and retraining for those aliens who, because of background, age, or other factors, find special difficulty in securing employment under war conditions.

We hope to provide temporary financial aid and guidance toward more permanent plans to those aliens known to us who face unexpected loss of income.

We would expect to continue service of advice and assistance to aliens whose personal problems are augmented by the war crisis.

Should the events of war necessitate mass evacuation of aliens from certain restricted areas our committee would expect to cooperate with the Government and with other concerned agencies to meet the resulting problems in dislocation of human lives, which these developments would probably produce and to aid these families in reestablishing themselves in useful occupations.

At the request of Quakers living in Honolulu we have set up an office there and are assisting in the care of alien families in the Hawaiian Islands who find themselves in difficulty because they are living in a military area.

Our committee is concerned also with the possible development, in cooperation with other agencies, of appropriate services to aliens interned in the United States during the war period. Such services might include:

Religious and friendly visitation.

Development of occupational, as well as educational and recreational activities.

We feel that the American Friends Service Committee would be able to make a special contribution in the field of service to those aliens who fall into the enemy-alien category, because of its long experience in rendering a personalized service to distressed groups without regard to race, creed, or nationality.

**EXHIBIT A.—MEMORANDUM REGARDING THE PROGRAM OF THE AMERICAN FRIENDS SERVICE COMMITTEE SUMMER WORK CAMPS AND CIVILIAN PUBLIC SERVICE CAMP PROJECTS IN RELATION TO COMMUNITY PROBLEMS GROWING OUT OF DEFENSE AND WAR ACTIVITY**

REPORT BY EDWARD R. MILLER, SECRETARY, SUMMER WORK CAMPS PROGRAM

The summer work camp program of the American Friends Service Committee has been arranged for the past 8 years to help meet the needs of social and economic problems with a spirit of constructive good will through its projects of physical work in marginal communities and among minority people. The present emergency is being met by this program in the following ways:

1. By continuing to serve the needs of these marginal communities and minority people because in many cases we find they are now neglected groups because the energies of private and government groups are being expended elsewhere. Such groups are to be found among Negroes in cities and Negro and white sharecroppers who are gradually dying for want of rehabilitation.

2. By increasing the opportunities especially for women to serve in our units of work with social agencies. Not only is opportunity to have a first-hand service experience with a social agency in demand by social work majors in college, but we find the settlement houses over the country are rapidly becoming badly understaffed.

To afford more constructive and challenging opportunities to men who are officially part of the civilian public service camps for religious conscientious objectors, as provided for by the national Selective Service Board, and to meet the increasing needs in work of national importance, men from the civilian public service camps are being offered:

1. Opportunity to be trained to help staff mental hospitals which have suffered drastic depletions in staff because of the war.

2. Three experimental units of 10 men each are planned in one county each in Wisconsin, Illinois, and Connecticut that these men may live on individual dairy and poultry farms to help relieve the scarcity of labor in these vital agriculture production units.

3. Opportunities are being offered by various agencies in the Federal Government Forest Service, to help relieve the scarcity of workers in some of the long-established forest research enterprises.

In addition to these volunteer and conscripted groups helping to meet current needs within our country, we are helping to place individuals in public and private agencies for service. Some of the specific opportunities are work with the Farm Security Administration in managerial capacities in migrant labor camps, group labor home projects and so forth, and volunteer or paid staff members in social agencies.

Those who have had experience in our volunteer program are giving encouragement and leadership in local communities to groups interested in constructive, part-time service projects within their communities. In a number of instances the work these indigenous community groups are undertaking is in direct relationship to scarcity of labor or other energies to carry on needed community operations. We give as much encouragement and direction to this kind of program as possible, and have prepared some literature for the guidance of other groups.

## EXHIBIT 10.—THE AMERICAN HOME ECONOMICS ASSOCIATION, WASHINGTON, D. C.

REPORT BY EDNA VAN HORN, EXECUTIVE SECRETARY

*Membership.*—The American Home Economics Association is the professional organization of the Nation's home economists. It is made up of home economics associations in the 48 States, the District of Columbia, and Puerto Rico. In 1940 membership was, for the first time, limited to those holding a degree from a college or university with a major in home economics or in a related field with special subsequent experience.

The membership in the American Home Economics Association in 1941 was 14,282 adult professional members, 2,329 home economics student clubs, totally about 80,000 high school and college students, 11 groups of homemakers, and 2 foreign groups.

*Fields of work.*—Association members are working in many fields, child development and parent education, colleges and universities, elementary and secondary schools, extension service, farm security, adult education, home economics in business, home economics in institution administration, homemaking, research, and social welfare and public health.

*Aims.*—The object of the association is the development and promotion of standards of home and family life that will best further individual and social welfare.

*Publications.*—The American Home Economics Association publishes the Journal of Home Economics, Consumer Education Service, and National Magazine of Home Economics Student Clubs, and regular and special bulletins. These are used for publication of the work of the professional divisions, departments, and committees within the association and for keeping members informed about developments touching family welfare. This year the publications give much space to reporting to members the defense program of Federal and social agencies together with ways in which the American Home Economics Association is cooperating with them and suggestions of ways for State associations and individuals to help in State and local organizations.

*Association's defense work.*—A national committee for coordinating programs and pooling resources has been formed to help solve management problems of families in relation to national defense programs. It consists of home economists in the United States Office of Education, United States Extension Service, Farm Security Administration, Farm Credit Administration, Consumer Division, and the American Home Economics Association. The committee's report is being sent by each agency to State and local workers who may find in it suggestions for State-wide and regional pooling and strengthening of resources and services to families.

Registration of home economists for emergency service was begun in July 1940. Some 35,000 home economists are now registered in the State home economics associations. This list is being used to fill volunteer and paid jobs where home economics training is needed. Many of these home economists have taken or are taking refresher courses in nutrition to fit them for training leaders and for participation in defense jobs. Home economists are serving in community, State, and national nutrition, consumer interests, and child and family welfare programs.

We are asking State associations to make the registration lists available to defense councils.

Activities of special groups in the association include: (1) Studies of grade labeled canned foods as an aid to quality identification and better buying; (2) customer-store projects in the interest of better understanding between consumers and retailers; (3) work with representation on two dozen or more committees of the American Standards Association and of the National Bureau of Standards setting up standards for consumer goods and specifications on which to base simplification programs; (4) work in the National Consumer-Retailer Council, Inc., on programs for developing and promoting informative buying and selling, and other cooperative efforts directed toward efficient distribution of goods; (5) affiliated high school and college student home economics clubs are actively at work on a youth defense program voted at their annual meeting last June. In October the college club chairman represented the high school and college clubs at the Youth Conference on Defense called by Mrs. Roosevelt. The association sent its president-elect, Miss Jessie Harris, as an adult delegate to this conference.

The annual meeting of the association will be shortened this year to 3 days and the program will be based on the theme that homemakers can best help win the war by keeping themselves, their families, and their communities strong and well, using only the materials and services that will be theirs when our country is producing all the armaments we need.

*Recommendations as to Federal agencies.*—The association would like to see a better coordination among Federal agencies concerned with civilian welfare and the expansion of some of the regular agencies rather than a variety of new agencies. In line with this thinking, we send a representative regularly to the United States Office of Education's Wartime Commission, confer often with the Bureau of Home Economics and United States Rural Extension Service, and help with consumer information centers in the Consumer Division of Office of Price Administration, send delegates to serve on the standards panel, attend special conferences in Office of Civilian Defense, have a representative on the National Advisory Committee to the coordinator of health, welfare, and related activities. We find that when a community or a college campus sets up a nutrition council, or a consumer information center, that community wants help from all these agencies but finds it confusing to get materials from so many agencies, and burdensome to report back to a variety of agencies.

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## EXHIBIT 11.—AMERICAN MEDICAL ASSOCIATION, CHICAGO, ILL.

REPORT BY OLIN WEST, M. D., SECRETARY AND GENERAL MANAGER

Perhaps the most important and far-reaching activity of this association pertaining to national defense has been the survey of medical personnel of the United States made by its committee on medical preparedness. The house of delegates of the American Medical Association at its annual session held in June 1940 received a communication from the Surgeon General of the United States Army proposing that the association undertake such survey. This matter was considered by a reference committee and the House of Delegates adopted the recommendation submitted by the committee to the effect that this survey be undertaken. The committee on medical preparedness was appointed and at the earliest possible time the work incident to the proposed survey was begun.

More than 180,000 questionnaires addressed to licensed physicians in the United States and its territories have been distributed. Individual physicians have filled in and returned the questionnaires to the number of approximately 158,000. The information secured through these questionnaires has been transferred to punch cards and most of it has been available to official agencies of the Federal Government for several months. Until recently the entire expense of this undertaking was borne by the American Medical Association except for such expenditures as were met by cooperating committees of constituent State and Territorial medical associations and similar committees of component county medical societies. Some months ago a liaison officer was assigned to the offices of the American Medical Association by the Surgeon General of the Army and this officer has given valuable assistance in promoting the accomplishment of the purposes intended to be served through the survey. Within recent months we have had the benefit of the services of a few civil-service employees under the direction of the liaison officer representing the Office of the Surgeon General.

As a result of the work of the committee on medical preparedness of the American Medical Association, with the splendid cooperation of similar committees representing constituent State and territorial medical associations and component county medical societies, a very remarkable amount of information has been secured concerning physicians of the Nation and has been compiled for ready use in connection with the procurement and assignment of physicians for service with the military forces.

In addition, efforts have been made and are being persisted in to provide information that will be useful in aiding the Government in securing medical services in industrial plants engaged in defense activities and it is our very earnest hope that the information that has been secured and compiled will also be useful in making the most adequate possible provision for medical care of the civilian population at home.

The association, through its committee on medical preparedness and through its official and administrative personnel, is cooperating to the fullest possible extent with the newly created Procurement and Assignment Service. Dr. Frank H. Lahey, the president of the American Medical Association, is the chairman of the board of the Procurement and Assignment Service, and the executive officer of that service is Dr. Sam F. Seeley, major, Medical Corps, United States Army.

The American Medical Association publishes the Journal of the American Medical Association, a weekly journal with a circulation approximating 100,000. Through the editorial columns of the Journal and through its section devoted to medical preparedness, the medical profession of the United States is kept informed with regard to defense activities with which the medical profession is now or must later be concerned. Official releases of Government agencies are reproduced in the medical preparedness section of the Journal and other information received from official sources is thus made available for the readers of the Journal. Scientific articles having special bearing on war medicine and on medical phases of national defense are published in the Journal and in other publications of the association.

In 1941 a new publication of the association devoted entirely to the general subject of war medicine was added to the list of official publications of the association. This is published under the name "War Medicine."

The association publishes a monthly periodical called *Hygeia*, a health magazine established and published for the purpose of providing for the public authentic information concerning health, and an effort has been made through this magazine not only to stimulate general interest in the subject of health and disease prevention but also to stimulate interest in the national defense program.

The various councils, bureaus, and departments of the American Medical Association have for years attempted to be of service to official agencies of the Federal Government and have cooperated to the greatest possible extent with those agencies. These efforts at cooperation have been intensified within the last year or two since the Government began to develop a national defense program.

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## EXHIBIT 12.—AMERICAN PLANNING AND CIVIC ASSOCIATION, WASHINGTON, D. C.

REPORT BY HARLEAN JAMES, EXECUTIVE SECRETARY

*Field of the American Planning and Civic Association.*—From the enclosed folder you will see that our organization at all times deals in community facilities of various sorts which minister to the welfare, health, efficiency, and morale of the American people. We carry on an educational program which presents to the readers of our publications—the American Planning and Civic Annual and Planning and Civic Comment—authoritative accounts of what is being done, within the planning, park, and conservation field, to improve living and working conditions of American families at all levels of government. (For your convenience in referring to the accompanying material, the folder enclosed is marked "A." the quarterlies "B.")

*Congested populations.*—The unprecedented shifts of population which have concentrated workers and their families in places where existing accommodations for living were inadequate or entirely lacking, have thrown into sharp relief and emphasized the defects of many of our cities and towns. Those cities were fortunate where modern planning, zoning, housing, and building codes were already in effect, though no city could be said to be adequately prepared to solve at once

the problems forced on it by reason of the sudden influx of war industries and the large numbers of workers.

*Protection of park areas.*—During the past year, since the intensive production of war matériel, the American Planning and Civic Association has urged national, State and local park authorities to protect their areas from unnecessary, unrelated encroachments. Because parks and playgrounds are in public ownership and comparatively free from buildings there has been a temptation on the part of defense authorities to locate temporary war buildings on these open spaces. The saving in time and money through the unjustified use of such areas is almost always counterbalanced by the reduction in needed park and recreation facilities. In other words, the price paid for such building sites in forfeiture of essential recreational opportunities may be much greater than the cost of private property, or the appropriation of other types of public property.

*Outdoor recreation in 1942.*—It is our belief that facilities for outdoor recreation during the summer of 1942, and so long as the war lasts, will play an important part in maintaining the health and morale of men in army posts and training camps and the civilian population. In every city where defense activities have expanded there will be need for additional recreational facilities and leadership. In many cases, more rather than less park space will be needed.

*Federal funds for excess community facilities.*—Where the increased burden of cost for these facilities can be directly traced to defense expansion and where it is beyond the reasonable ability of the local government to cover it, it would be only fair for the Federal Government to make grants-in-aid or allocations of funds to local work and recreation authorities for the provision of adequate recreational facilities for the excess population.

*English and German experience.*—England, in her desperation after the fall of France, drove her people to the 7-day week, and stopped paid vacations. Her production line immediately jumped upward, leveled off, and then took a long turn downward. The British found that the workers had to be kept fit in order to stand the strain of continued work. An Associated Press dispatch from London recently brought the news that "2 years of war have brought bombs, death and destruction, but have not done away with that cherished institution, the British week-end." Germany has opened up the entire network of Reich waterways to serve for leisure-time purposes. Germany is developing all her recreational facilities as a part of the war program. Shall the United States be less wise than these countries experienced in making war?

*Importance of local planning.*—In all of our publications and in other feasible ways we have advocated that Federal authorities responsible for providing housing for war workers cooperate closely with local, planning, zoning, housing, and building-code officials, in order that housing projects may fit into the community pattern, may take advantage of existing school, park, and playground facilities, or, if these are lacking, that they be provided as part of the housing project. It is well known that long-sustained toil at exacting tasks gradually wears down health and morale if some sort of recreation is not available to counteract the physical and nervous strain and to renew the spirits of the workers. These facilities are just as necessary to human beings as water supply, sewage, and street pavements.

*Maintenance of zoning standards.*—Our association has protested, and will continue to protest against the breaking down of sound zoning regulations in communities where new factories and housing projects are being built. No doubt it is sometimes necessary to modify existing zoning districts to meet wartime conditions; but, in consultation with local planning and zoning authorities, such changes can be worked out without wrecking the zoning structure of the city. Particularly we deplore the relaxation of zoning protection for single-family districts which is proposed in many cities. In these districts live the home owners who have pride in their premises and in their cities. To permit intrusions of other types of homes and buildings in these residence neighborhoods may set in motion the inexorable forces which ultimately lead to blight and possible city-wide disintegration. Our home neighborhoods are worth protecting!

*Utilities and community facilities in counties.*—Where wartime housing projects have been erected outside of city limits, the problem of providing adequate utilities and additional recreational facilities is most important. There are in the United States only about thirty of the three-thousand-odd counties which have any semblance of county-wide planning and zoning. In so far as the counties can be organized to meet the strain thus suddenly put upon them, well and good. But it has been and will be necessary for the Federal Government to work out feasible cooperative methods by which the Federal Government will provide all

utilities and facilities which cannot be provided by the county or functioning government. Where houses are permanent these utilities and facilities should be of a permanent nature. Even for temporary houses there should be temporary provision for school and recreational facilities.

*The little-town problem.*—In a number of instances war districts have been located in little towns of a few hundred residents and have brought in thousands of workers. In these cases, almost completely new community facilities are demanded. After making the most of the local government organization and existing utilities and facilities, it is clearly the duty of the Federal Government to provide for these war workers.

*Surveys and plans.*—Surveys by the appropriate Federal authority would bring together an accurate account of community conditions in all congested war centers. Plans could be developed, then, in accordance with local planning and park agencies, to supply the most pressing needs. No doubt the service of the housing coordinator to determine housing needs would contribute to this task.

*Post-defense planning.*—Already we are advocating the greatest use of planning agencies and techniques in building the Federal works projects for the post-defense period, because we believe a planned program, fitted into adequate local plans, will yield to the community dividends far beyond make-work projects, and will contribute as much or more to the employment which will be necessary to absorb the demobilization of troops and war workers. (See page 48, January 1942 Planning and Civic Comment.) S. 1617 and H. R. 5638, now pending in Congress, are drawn to promote this suggested procedure.

Probably the post-defense period will offer unprecedented opportunities for urban redevelopment of cities in the United States. Three States have already passed enabling legislation, and the Federal Housing Administration has recently issued a handbook on the subject.

*Information service.*—Through the American Planning and Civic Association and its associate organization, the National Conference on State Parks, we are in touch with planning and park commissions and agencies throughout the country. We maintain an especially close connection with the National Park Service, which was created by Congress in 1916, after an extensive educational campaign led by the then American Civic Association. It is our belief that as soon as conditions of nearby and remote travel are determined upon and made known, our two organizations could do a good deal to promote the use of parks and recreation areas, within the limitations set by the Federal Government.

Planning and park commissions and citizens generally should be informed as to what is possible in the way of outdoor recreation during the summer of 1942. We are ready to supply information to local groups where zoning districts are threatened, and particularly to place authoritative data and supporting reasons in the hands of local newspapers and organized groups, for the protection of residence neighborhoods. (See page 15, January 1942 Planning and Civic Comment.)

*District of Columbia.*—The American Planning and Civic Association set up a committee of 100 on the Federal City in 1922. This committee issued a report in 1924, presenting a program for improvement of Washington. In January 1940 the committee presented a comparison of the recommendations of 1924 with the accomplishments between 1924-40, and a new set of recommendations for the Federal City. (See enclosure "C".)

We have at all times advocated that official plans prepared by the National Capital Park and Planning Commission be followed in the development of the city. We now recommend that, either by Executive order or congressional legislation, all Federal and District authorities be directed to submit plans for physical improvements in the District of Columbia to the National Capital Park and Planning Commission for written approval or recommendations, and that departure from the Planning Commission's recommendations be permitted only on written statement, with reasons attached, of the responsible administrative agency involved. Only by some such procedure will the Federal City be protected from departures from carefully conceived plans which may blight its future for a hundred years.

But the announced policy of bringing into Washington what amounts to an entire city of considerable size, to be superimposed on the existing city, is producing, and will continue to produce, complications which cannot be solved without the financial aid of the Federal Government. The District of Columbia is fortunate in that it has a well-established planning commission, combining Federal and District of Columbia representation, set up in 1926 by amendment of the Park Act of 1924, a Zoning Commission, first created in 1920, and an Alley



Dwelling Authority, first set up in 1934, which is now, within the limits of appropriations by Congress, constructing and operating public housing projects in the District of Columbia. If adequate funds are made available, existing machinery could be invoked to provide whatever public housing is required to supplement dwelling units to be erected by private enterprise under stimulation of the Housing Coordinator.

It is unfortunate that the Lanham bill (H. R. 6128) omitted provision for desperately needed housing in Washington. Only prompt passage of the proposed separate Lanham bill for the District of Columbia will permit action soon enough to provide any sort of accommodations for the expected influx of war workers.

The committee of 100 on the Federal City will be glad to continue and intensify its educational program to maintain the integrity of the official plan for Washington, to promote public and private housing with adequate community facilities and to extend and protect the parks of Washington.

Mistakes have already been made in departing from established plans of the National Capital Park and Planning Commission. Buildings have been erected on park lands. For all permanent buildings for Government offices or homes for war workers, great care should be taken to conform to the official plans of the National Capital Park and Planning Commission.

No more buildings should be erected in the parks of Washington, except with the consent of the National Capital Park and Planning Commission and the National Park Service which administers the District of Columbia parks. (See page 24, January 1942 Planning and Civic Comment.)

There is great need that the pending bill to unify the recreation facilities in the District of Columbia, as recommended by the President's committee, be passed by Congress. Sufficient funds are needed for adequate outdoor recreation facilities for war and civil workers during the long, hot summer of 1942. Funds should be made available to develop the much needed undeveloped recreational centers already in public ownership. This is not a place to retrench during the war.

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## EXHIBIT 13.—CHILD WELFARE LEAGUE OF AMERICA, INC., NEW YORK, N. Y.

REPORT BY HOWARD W. HOPKIRK, EXECUTIVE DIRECTOR

JANUARY 21, 1942.

Signs of insecurity which often reflect lack of community planning and which usually reflect inadequacies of existing private and governmental child welfare services have long been observed by the Child Welfare League of America. Its network of agencies in the United States and Canada engaged largely in the foster care and protection of children, invariably is called upon when children uprooted from their usual environs become seriously neglected or show signs of delinquency.

The 172 accredited agencies and the 148 affiliated (but not accredited) agencies which constitute the Child Welfare League of America had a taste of war even before our own country began mobilization for defense. We are the national agency which traditionally has sought to establish and improve standards for the foster care and protection of children. In that capacity we have a great interest in what happens to refugee or migrant children.

The movement of refugee children from Great Britain and Europe was under various auspices, many coming under arrangements made by the United States Committee for Care of European Children. But after these children were settled down in American homes it was the local member agencies of the Child Welfare League which provided most of the supervision required by the children and by their foster parents. The child welfare agencies approved for this task by the United States Children's Bureau properly insisted upon maintaining for these guest children the same quality of service provided for our own. The extra loads thus assumed by these agencies during 1940 and 1941 proved surprisingly heavy. It meant, in several agencies, the addition of a worker, and in some, an excessive amount of overtime, many workers foregoing vacations and holidays—all of which was cheerfully contributed. This overload caused by the migration of a few hundred children is only a token of the additional services now needed in many mushroom communities to which thousands of American families have brought their children and the child welfare problems which inevitably follow

such hastily contrived community life. Should we come to such uprooting of children as England has found necessary, the expansion of social service needed will be comparable to the war time expansion of our military establishments.

Data already available show that a definite sag in the welfare of children can be expected in 1942 unless existing services be expanded. This means larger appropriations for public service and the raising of more funds than ever before by agencies under private auspices, or by the community chests wherever they have assumed responsibility for the support of private child welfare agencies.

The most serious of the needs which are apparent in January 1942, is the unmet demand for daytime care of the children of working mothers. Member agencies of the Child Welfare League in California and New Jersey have testified to this need. In Morris County, N. J., where there are two large arsenals and other expanded defense industries, our member agency is participating in county-wide planning for the study of this need and for meeting it. The Morristown Daily Record (December 19, 1941) refers to this study of needs which was directed by the county superintendent of schools: "Large numbers of children go home to empty houses after they leave school. The parents are doing their part in the national crisis by working in defense industries, and the local communities must undertake to provide programs which will protect these children from the dangers of character break-down resulting from lack of parental supervision during the nonschool hours." In varying degrees, but in surprisingly large proportions, the same conditions exist in four other New Jersey cities, as reported by our members in Elizabeth, Montclair, Newark, and Orange. What is true in these five cities is true in other parts of New Jersey and in every State in which industrial plants or military establishments have altered the usual patterns of life for families and communities. We can supply your committee with definite reports of the need in many localities. Old communities, as well as those recently established, often reveal limitations of local resources and unwillingness of local officials to carry responsibilities for service to any kind of migrant family or child. In terms of child welfare we see the blighting influence in the fields of education and health, as well as in the field of welfare services.

We have cooperated closely with the United States Children's Bureau in its recent efforts to guide communities and particular agencies in developing foster day care for children of working mothers. New resources, nationally and locally, must be tapped if we are to escape the calamity of having a parent's pay check serve as a token for neglect of his child.

Other signs of these strenuous times are reports of the difficulty in obtaining the usual supply of foster homes, it being of economic advantage to rent a room to a defense worker rather than to reserve it for a foster child. The Child Welfare League's recent study of the board rates applicable to boarding home care at the end of 1941, tells of the increased cost of living as another factor with which foster parents and child placing agencies must deal.

Serious increases in delinquency are appearing. These have been observed and recently reported from Oklahoma and Maine. An agency in Maine serving unmarried mothers reports a 50-percent increase in the number of cases coming to it for consideration.

The Nation-wide development of Child Welfare Services under the Social Security Act may be considered the most significant of recent child welfare developments. It means that dependent, neglected and delinquent American children in rural environments are less frequently ignored. The funds for this purpose are too limited to permit extension of this service to all communities needing it. We may well consider the organization and extension of Child Welfare Services as a symbol of America's true regard for each of its children, even for the child in the most remote and humble shack.

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## EXHIBIT 14.—THE FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA, NEW YORK, N. Y.

REPORT BY ROSWELL P. BARNES, ASSOCIATE GENERAL SECRETARY

JANUARY 16, 1942.

The Federal Council of the Churches of Christ in America is a council representing 24 national denominations of the non-Roman Christian churches in America, having a total constituency of approximately 26,000,000. In the work of the churches which is concerned with defense migration, this council works in close cooperation with the home missions council of North America which

represents the boards of the churches having special responsibility for migrant workers.

The total general program of the churches is concerned with various problems relating to our national emergency, but the most pressing problems receive the special attention of agencies created by the churches for these specific purposes.

The general commission on Army and Navy chaplains is the official cooperative agency representing evangelical churches of the United States for certifying ministers to the Government for service as chaplains, for strengthening the ties between chaplains and the churches to which they belong, and for serving as liaison between the churches and the Government in matters affecting the spiritual welfare of men in service.

The agency which is most concerned with the problems under consideration by your committee is the christian commission for camp and defense communities, constituted jointly by the Federal Council of Churches and the home missions council. This commission assists the churches which are most heavily burdened with responsibilities of meeting new populations brought into their communities in the vicinity of training camps and defense industries. The commission has collaborated with Mr. Taft's work in the office of the National Security Agency concerned with problems of public health, morality, and other aspects of general community welfare. It also cooperates with the United Service Organizations in their programs in these communities. Under the stimulus and guidance of this commission, the churches in many communities involving migrant populations have organized special services such as those provided by a special committee with employed personnel under the direction of the Delaware-Maryland Council of Churches working in the communities in that territory which have inadequate facilities for religious and social welfare work; and a special committee of the Missouri Council of Churches which has organized the services for the new populations adjacent to Fort Leonard Wood. Such work has been organized by the churches in many communities across the country. It is of special importance in connection with problems of community morality and health as well as the problem of morale generally. Regional conferences are being held in order to effect a better coordination of the work of the churches with that of the United Service Organizations, local defense councils, and representatives of the Office of the Coordinator of Health, Welfare, and Related Defense Activities.

The special service of the churches is sometimes provided by supplying additional personnel for an existing church. In other instances, it involves renting or building some new quarters as a place where the men from the camps or the workers in defense industries can meet for religious services and wholesome social purposes. At some points it will be necessary to rely upon trailers or traveling leaders who will set up programs of religious education for the children of workers or the families of Army personnel who live outside the reservations. In many communities the churches are an important factor in the suppression of prostitution and the control of places of so-called entertainment.

Through our office, or in most instances through the office of the christian commission for camp and defense communities, the churches will be glad to cooperate with agencies of the Government in maintaining wholesome community life among the shifting populations.

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## EXHIBIT 15.—THE INTERNATIONAL AND NATIONAL RED CROSS, WASHINGTON, D. C.

REPORT BY NORMAN H. DAVIS, CHAIRMAN

The Treaty of Geneva, an agreement among the governments of the world, was adopted by a diplomatic convention in Geneva, Switzerland, in 1864. The United States acceded to the treaty in 1882. The convention was revised in 1906 and again in 1929. The total number of parties adhering to the convention of 1864 and the revisions of 1906 and 1929 is 61.

The purpose of the treaty, briefly stated, is to provide for the amelioration of the condition of soldiers wounded upon the field of battle, to neutralize and protect persons engaged in according relief to the sick and wounded, and to furnish supplies for these purposes.

An international conference in Geneva in 1863, which prepared the way for the convention that wrote the treaty, recommended "That there exist in every

country a committee whose mission consists in cooperating in time of war with the hospital service of the armies." Red Cross societies organized in accordance with this recommendation in nations which have acceded to the treaty are thereafter recognized by the International Committee of the Red Cross of Geneva and by the other nations which are parties to the treaty.

The International Committee is looked upon as the guardian of the Treaty of Geneva and is primarily concerned with matters bearing directly or indirectly upon Red Cross problems arising from war. The essential spirit of the Committee is the absolute neutrality.

#### *The League of Red Cross Societies.*

The League of Red Cross Societies, created May 1919, through the initiative of Henry P. Davison, chairman of the war council of the American Red Cross, was launched with the help of the Red Cross societies of Great Britain, France, Italy, and Japan. Its object is to promote and facilitate cooperation between national Red Cross societies in carrying out their peacetime programs aiming at the improvement of health, the prevention of disease and the mitigation of suffering. The league includes the national societies of 61 countries in its membership.

#### *The American National Red Cross—its charter and mandates.*

The American National Red Cross is a permanent organization, functioning actively and continuously, in accordance with the provisions of its charter granted January 5, 1905, by act of Congress of the United States of America to carry out the purposes of the Treaty of Geneva and certain other broadly defined duties.

Under this charter "the purposes of this corporation are and shall be:

"To furnish volunteer aid to the sick and wounded of armies in time of war  
\* \* \*.

"To perform all the duties devolved upon a national society by each nation which has acceded to said treaty (the Treaty of Geneva) \* \* \*.

"To act in matters of voluntary relief and in accord with the military and naval authorities as a medium of communication between the people of the United States of America and their Army and Navy \* \* \*.

"To continue and carry on a system of national and international relief in time of peace and to apply the same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry on measures for preventing the same."

Briefly the organization of the American National Red Cross includes: The incorporators and their successors who are named in the act of incorporation constitute a perpetual body. They elect six members of the central committee and the members of the board of trustees of the endowment fund.

The officers are a president—the President of the United States is ex-officio president of the American National Red Cross upon his acceptance of the office—and the following elective officers: three vice presidents, a counselor, a treasurer, a secretary. All elective officers are elected by the central committee. The appointed officers are: the chairman, appointed by the President of the United States, and the vice chairman appointed by the central committee.

The entire control, management and administration of the affairs of the American National Red Cross are vested in the central committee by the provisions of the congressional charter.

The central committee consists of 18 members, 6 appointed by the President of the United States, 6 elected by the incorporators, and 6 elected by the delegates of the chapters. Of the 6 appointed by the President, 1 is named chairman and 5 represent respectively the Departments of State, War, Navy, Treasury, and Justice. The elected members service for 3 years.

The activities of the organization are directed from national headquarters in Washington, and from area offices in Alexandria, Va., St. Louis, and San Francisco.

#### *The chapter.*

The chapter is the local unit of the American National Red Cross. It receives its charter from the national organization and is responsible for all local phases of national obligations and all local Red Cross activities within its territory, subject always to the policies and regulations of the national organization. The territory assigned to a chapter is usually a single county, but circumstances may make some other territorial assignment desirable. Funds and property of the Red Cross coming into the custody of a chapter are subject to the control of the central committee. Where the jurisdiction of a chapter covers more than the

town or city it is sometimes desirable to organize branches of the chapter. The branch derives its authority from the chapter, its organization is authorized and its territory is assigned by the chapter. All of the funds and property coming into the possession of a branch are to be administered in accordance with the regulations and instructions of the chapter.

The combined annual expenditures of the chapter for the fiscal year 1940-41 aggregated nearly \$12,000,000. Approximately 1,100 chapters—the larger ones—today have about 3,600 skilled employees helping with big and little tasks every day.

Volunteer chapter officership and committee membership for 3,742 chapters with 6,131 branches number many tens of thousands. They are reinforced by other significant groups of citizens who also volunteer their time.

Nearly a million and a quarter women have volunteered their time in the volunteer special services of the organization. Tens of thousands of men and women volunteer their time as instructors in first aid and other tens of thousands as instructors in water safety, home nursing, home and farm safety, and other adult education courses conducted by the Red Cross. Hundreds of thousands of school administrators and teachers help annually with Junior Red Cross. Today these millions of Red Cross workers are at the center of the Nation's war effort making disciplined and trained contributions.

#### *Finance.*

The sources of income of the national organization are normally (a) the 50 cents from each membership which comes to the national organization, (b) interest on endowment and other invested funds, and (c) minor miscellaneous receipts.

The roll call receipts are placed in the general fund of the national organization from which is financed the general program of the Red Cross. The roll call receipts are not segregated in a separate fund, because the effort is to keep the Red Cross organization and program flexible and not divided into separate operations.

On September 30, 1941, the principal under the administration of the trustees of the endowment fund was \$15,193,673.21 including the former special reserve of war funds under the administration of the board of trustees of the endowment fund as a special war emergency reserve, the principal to be drawn upon only in the event of a war involving the United States. Only the income from the funds thus invested is used for the general program of the Red Cross.

Some \$97,000,000 has been expended by the Red Cross for domestic disaster relief in 20 years after the close of the World War I period. Of this, \$79,000,000 was expended in 13 major disasters, each involving an expenditure of a million dollars or more. Although there were 13 major disasters, a Nation-wide campaign for funds was held in only 6; the others were financed through appeals in the regions primarily concerned. Thus, on the basis of this experience, a national campaign for domestic disaster relief is required only once in every 3½ years.

In May 1940, a war relief fund campaign was inaugurated with a goal of \$20,000,000. The statement of policy said that funds received by the national organization would be used wholly and exclusively for war relief and no part of them applied toward the support of the normal program and expenditures of the Red Cross, all of which are met from the roll call and other regular income. Chapters were authorized to retain 15 percent of the collections to cover expenditures for their local war relief effort, primarily for the supplies and other items in connection with the volunteer production of surgical dressings, garments, sweaters, and other articles for the war sufferers.

The American Red Cross applied the funds raised in this campaign for extending aid through the French and British Red Cross societies and through other responsible operating organizations of the countries where assistance had been requested and given, which organizations acted as distributing agents for, and under the supervision of, the American Red Cross.

In extending this aid the American Red Cross did not confine itself to any limited categories of relief. Its aid was mainly in the form of contributions of such supplies as medical and hospital supplies and surgical dressings for the sick and wounded of the armed forces and for sick and wounded civilians; food to meet particular emergencies; clothing for civilian refugees and garments for hospital patients; ambulances or other necessary forms of transportation; and any other form of aid which was deemed most effective and useful in helping those facing the almost immeasurable task of meeting the needs of these suffering millions.

All of this aid was rendered with the advice and supervision of American Red Cross representatives in these countries; and in addition there was formed in

France, and in England, strong and experienced committees of American citizens who assisted in coordinating the distribution of relief to assure the utmost economy and efficiency.

Nearly simultaneously with the declaration of war made by the Government of the United States in December 1941, the President issued the following proclamation:

"Whereas our country has been viciously attacked and forced into a war of vast proportions, which will inevitably bring grief and distress to many and self-sacrifice to all; and

"Whereas for more than 60 years the American National Red Cross has played a vital role in binding up the wounds of the injured, in sheltering, feeding, and clothing the homeless, in succoring the distressed, in rebuilding broken lives, and in rehabilitating the victims of catastrophes of nature and of war; and

"Whereas in preparation for just such an emergency as we are now facing, the American National Red Cross has been spending funds at the rate of more than \$1,000,000 a month, which is but a small fraction of the amount that the organization now requires in order to carry out effectively its functions as an essential auxiliary of our armed forces, particularly as a friendly liaison in welfare problems between the man in service and his family at home, and as a key agency in civil defense plans:

"Now, therefore, I, Franklin D. Roosevelt, President of the United States of America, and president of the American National Red Cross, do hereby proclaim the beginning, as of this date, of a Red Cross war fund campaign for the raising of a minimum sum of \$50,000,000; and I appeal to the American people to make this campaign an overwhelming success. Realizing the desire of every American to participate in the national war effort, I confidently anticipate an immediate and spontaneous response to this appeal."

The funds now being sought by the American Red Cross will be utilized by the national organization and by the chapters to meet the primary and fundamental Red Cross responsibilities to the American armed forces; to cover the expansion and maintenance of existing Red Cross services and the development of such additional services as may be necessary for civilian defense and morale in this country; to render such aid to the peoples and forces associated with this Government in the war, or to other peoples where such action would be consistent with the National interest, as may be appropriate; and to meet any other requirements for Red Cross relief or service directly or indirectly growing out of the conflict. It is not possible to foresee all of the emergencies which will inevitably develop as the war continues, both at home and abroad, but the American Red Cross will utilize these funds to deal adequately with all such situations as fall within the scope of its activities, in a manner consistent with the principles and traditions of the Red Cross.

The expanding national defense and war activities involve a greatly enlarged growth of our domestic organization which, with the continuance of the foreign relief work, inevitably make serious demands upon our material resources.

#### *Insular and foreign operations.*

Insular and foreign operations of the American Red Cross is responsible for the general supervision of all American Red Cross activities outside the continental limits of the United States. In the discharge of these responsibilities it normally maintains all contacts with the International Red Cross Committee, the League of Red Cross Societies, and the national Red Cross societies of foreign countries, and directs the operations of nine chapters in the insular possessions of the United States.

Upon the outbreak of war in September 1939, an extensive foreign war relief program was inaugurated under which relief has been extended to Great Britain, the British Middle East, China, Russia, France, Finland, Poland, Yugoslavia, Greece, Spain, Norway, French Equatorial Africa, Belgium, and Holland. Special projects such as assistance to Americans stranded abroad, relief to prisoners of war, and the maintenance of an inquiry service to secure reports about the location and welfare of persons in war-affected countries have also been maintained. In the conduct of these operations resources supplied by contributions from the American people, by the productive efforts of chapter volunteers, and in the form of supplies placed at the disposal of the American Red Cross by the United States Government, have been utilized.

Help has been extended to British and Allied prisoners of war through the International Red Cross Committee in the form of food parcels, clothing, shoes, and comfort articles. Since December 1941, assistance has been provided to

American internees in Germany and will be provided to American prisoners of war and civilian internees wherever facilities for such assistance can be established.

For many months prior to the attack on Pearl Harbor, insular and foreign operations assisted in the preparation of the Red Cross in the Philippines and Hawaii. First aid stations, supplies, and instruction were provided in both insular possessions, and large quantities of medical and hospital stores were assembled there. Plans for emergency evacuation, feeding, and shelter of the civilian populations were developed. The staff of the military and naval welfare service in these territories was strengthened. The Red Cross was ready when the Japanese struck, as it is ready now in Iceland and other bases and insular possessions, with its services to the armed forces and the civilian population.

Activities in the Philippines and Hawaii since hostilities spread to these islands have included extensive aid to the civilian population of Manila, evacuation of wounded from Manila to Australia in a Red Cross chartered hospital ship, the shipment of supplies and the provision of funds to Hawaii for assistance to the wounded and homeless, the recruiting of nurses to care for the wounded and to travel with them on their evacuation to the mainland, services to the families of the military personnel and aid in their return to the United States, and the direction of an inquiry service to secure reports regarding persons in the islands.

It is of interest briefly to summarize the total foreign war relief operations of the American Red Cross from Red Cross funds and chapter produced supplies and including the value of supplies purchased by the Government and distributed by the Red Cross. In round numbers including commitments since the beginning of the conflict September 1, 1939, to November 30, 1941, the Red Cross administered foreign relief aggregating \$56,555,000 as follows:

Great Britain, including Canada and the Middle East.....	\$34, 072, 000
France.....	5, 673, 000
Poland and Polish refugees.....	1, 008, 000
Finland.....	2, 392, 000
China.....	4, 094, 000
Greece.....	251, 000
Russia.....	3, 984, 000
Spain.....	1, 718, 000
Other countries.....	330, 000
General relief services and activities not allocated by countries.....	3, 033, 000
<b>Total.....</b>	<b>56, 555, 000</b>

This total consisted of \$26,306,000 from Red Cross resources and chapter produced supplies, and approximately \$30,249,000 representing the value of relief supplies purchased by the Government.

#### *Services to the armed forces.*

The work in this country and in the insular possessions may be roughly divided between the services which are being rendered to the armed forces of the United States, and the continuation and expansion of the normal health and welfare services of the chapters and the national organization in connection with civilian defense in the United States.

During the past 12 months attention and energy have been devoted to the building up of the organization and facilities to assure the maximum of Red Cross services to the armed forces. There have been developed between the Army and Navy and the Red Cross quite definite arrangements as to the nature and extent of the services to be rendered by the Red Cross. The Red Cross is the only voluntary organization operating actually in the various camps and posts, but it is the intention of the Red Cross, as always, to draw into the work the services and facilities of all other organizations which can be of assistance.

Without undertaking to describe the numerous specialized activities which are involved, the scope of the Red Cross services to the armed forces may be broadly described as follows: The Red Cross conducts social service and recreation activities for the benefit of members of the armed forces in Army and Navy hospitals. This includes medical and psychiatric social service in the general hospitals of the Army and Navy to the large number of patients who require this specialized assistance. The program on behalf of the hospitalized service men is particularly designed to aid those who are convalescent during the period before they are able to return to duty, and to assist them through this period when morale is likely to be lowest.

The program on behalf of service men in the hospitals is being facilitated by the construction by the Government of 65 recreation buildings for convalescent patients to be staffed and operated by the Red Cross. These buildings, adjuncts to the hospitals, are now virtually all completed. They will contain auditoriums seating from 150 to 500 persons and the Red Cross is installing sound motion-picture equipment and by special arrangement with the motion-picture industry is obtaining current films at very low rates. Consistent with its traditional policy the Red Cross is making no charge whatever for any of its services in this connection.

The Red Cross renders welfare service to the able-bodied service men through its field directors and their staffs stationed at all of the larger Army and Navy posts. This welfare service supplements the very extensive recreation and entertainment activities which are being carried on in the camps by the Army and Navy authorities.

At 58 of the more important posts the Red Cross is itself erecting buildings to serve as the headquarters for its work in the troop areas as distinguished from the hospital areas. These buildings provide reception and general office quarters, rooms for private interviews with soldiers, facilities for their families, and space for the use of Red Cross volunteers in the production work and for conducting classes in Red Cross training.

An effective welfare and social service is maintained for individual cases arising among service men which may involve communication with, and sometimes aid to, their families for the solution of special difficulties. This involves chapter home service working independently or in cooperation with the field directors and their staffs. It has been found that work of this sort effectively carried on is essential for the maintenance of the morale of the soldier by assuring him of the security and welfare of his family.

The Red Cross is continuing its claims and other related services to the ex-service men of the last war to make sure that they receive the care and the benefits made available for them under Government regulations and provisions. We have not allowed the new emergency to divert us from discharging these responsibilities which the Red Cross undertook to render as long as such aid might be required. This service already includes many men who have served in the present emergency.

A somewhat new phase of the work with the armed forces is presented in connection with the establishment of the military and naval bases in the Atlantic and elsewhere. In these operating bases it is apparent that Red Cross activities on behalf of the service men, particularly the able-bodied, will have to be considerably more extensive than those rendered at the training camps and posts in this country. Already the Red Cross has been asked to undertake very extensive activities in Iceland where it is the only voluntary organization designated to work with the troops. In the other outlying bases the Red Cross is establishing facilities to supplement in every appropriate way the work of the Army and Navy for the welfare and morale of the men.

The Red Cross has undertaken the collection of blood plasma for use by the Army and Navy. Within recent years a technique has been developed whereby the plasma from whole blood can be separated and preserved in such a way as to be instantly available in cases where before direct transfusions would have been necessary.

Since the World War I the Red Cross has maintained a regular service for the veterans and for the men in the Regular Army and Navy, and the great expansion for the present emergency has been made easily and naturally from the basis of the regular program. However, the number of men in the armed forces, has in recent months risen from 424,000 to almost 2,000,000 men and this great increase has required not only an enlargement of our regular facilities but the development of new methods in the work. Two years ago our annual budget for this service was \$660,000—this year the appropriations for these activities are already \$11,396,000 and we know there must be still further expansion.

A home service field staff has been set up. A number of experienced social workers are constantly engaged in giving through institutes of chapter workers guidance on home service and on individual cases to improve the services to the families back home.

Chapter camp and hospital service councils are being set up in the regions of the larger Army posts and Navy stations. The membership of these councils consists of representatives of the adjacent Red Cross chapters. The councils serve to stimulate and coordinate the activities of these neighbor chapters on behalf of the armed personnel, thus not only enlarging Red Cross services to the



armed forces but also promoting community understanding and support of the activities of the Red Cross in this important program.

An outstanding national development has occurred which has affected and involved most of our normal health and welfare activities, and that is the governmental emphasis upon a program of civilian defense to prepare our people for any possible emergency which might arise in the event of conflict. For many years the Red Cross has been carrying forward, with increasing success, courses of instruction in first aid, home nursing, nutrition, and accident prevention and other related activities. The experience and activities of the Red Cross are reflected in the following policy statement governing relationship of Red Cross chapters to State and local defense councils as developed by the United States Office of Civilian Defense, the Office of Defense Health and Welfare, and the American National Red Cross.

I. The Red Cross through its chairman as a member of the civilian protection board has made available all of its services as needed by the United States Office of Civilian Defense and the State and local defense councils. As illustrative of its national services, attention is called to the programs involving blood plasma, medical technologists, and nursing enrollment. The Office of Civilian Defense and the American Red Cross are agreed that defense councils and Red Cross chapters should develop local plans of cooperation in their civilian defense activities.

II. Recognizing the basic responsibility of government it is the duty of every Red Cross chapter and branch to aid in the most efficient marshaling of the communities resources. It is agreed that duplication should be avoided in these services and training courses required in civilian defense activities and that the long-established, Nation-wide program of the Red Cross should be utilized to the fullest extent.

III. Services required in civilian defense activities will be made available by chapters to defense councils in accordance with the policies herein stated. Chapters will cooperate to the fullest extent and during the period of emergency will operate subject to the authority of the defense councils or appropriate governmental officials. Red Cross at all times will maintain administrative and financial control of its immediate operations.

IV. Chapters should expand Red Cross services and training courses within the scope of their responsibility so that they may be prepared to give such services as needed in the local programs of defense councils.

V. In the specific application of the above general policies it is agreed that the areas of Red Cross responsibility shall be:

1. Red Cross chapters will be prepared to function in the following fields of activity in full cooperation with all public and private agencies:

- (a) Disaster relief—training and service—food, shelter, clothing and other necessities of life in the event of disaster, whether occasioned by belligerent action or other cause.
- (b) First aid—training.
- (c) Nurse's aides—training and service.
- (d) Red Cross home nursing—training.

2. Red Cross chapters will assist defense councils in the following fields on the basis of mutual specific agreements as to lines of responsibility:

- (a) Disaster relief—service—will assist local defense councils in rescue work and emergency medical care.
- (b) Nutrition aides—training and service.

3. Red Cross chapters will make available to defense councils as needed the service of the following volunteer special service units which shall at all times maintain their Red Cross unit organization (see III above):

- (a) Motor corps—service.
- (b) Production corps—service.
- (c) Staff assistance corps.
- (d) Canteen corps and canteen aides—service.
- (e) Hospital and recreation corps—civilian hospitals—service.

4. Red Cross chapters in their services to the armed forces are fully responsible for the following activities:

- (a) Information and claims—service.
- (b) Communications and reports.
- (c) Consultation on personal and family problems.

5. The functions of Red Cross chapters adjacent to Army posts and naval stations include the following:

- (a) Hospital recreation corps—training and service—in military hospitals.
- (b) Motor corps—training and service—service originating on military reservations.
- (c) Production corps and staff assistance corps—activities on military reservations.
- (d) Participation in Red Cross camp and hospital service councils.

6. Junior Red Cross:

- (a) The participation of boys and girls in elementary and secondary schools in Red Cross services through Junior Red Cross programs should be maintained the same relationship to local defense councils and to the armed forces as is established in this statement with respect to its parent organization. Junior Red Cross activities will be channeled through the local Red Cross chapter.
- (b) Red Cross chapters will make available to defense councils as needed those activities of the Junior Red Cross which contribute to the health, welfare, and unity of schools and communities.

Mutual understandings with Government agencies have been strengthened in the emergency. Cordial relations have always existed between the Red Cross and cooperating Government departments, and the benefits of these working relationships continue as in the past. Agreements and understandings between the Red Cross and public and private agencies have been extended and amplified covering the wide range of social services and health activities, and availability of supplementary personnel.

#### *Disaster relief service.*

Utilizing all its educational and health activities, disaster service of the Red Cross, as its primary peacetime responsibility, has served as the recognized relief agency to deal with the great natural catastrophes of flood, fire, and famine. In a very real sense, therefore, the Red Cross already had been operating for years in the field of civilian defense and cooperation in the program sponsored by the Government has involved only the strengthening and expansion of work with which our chapters and staff have long been familiar.

Special emphasis has been placed upon the strengthening of our regular disaster preparedness measures in the chapters as well as upon adaptation of experience to the furthering of the country's war efforts and to national defense.

In addition to the regular agreements covering Red Cross activities in peacetime disasters, further agreements with appropriate organizations and agencies have been concluded with a view to supplying shelter, transportation, and mass feeding for victims of disasters resulting from enemy action. Major supply depots and emergency warehouses are in the process of establishment in various parts of the country. Their stocks include blankets, stretchers, cots, clothing, first aid supplies, surgical dressings, and other necessities. Mobile units to be used by disaster squadrons, canteen corps, and first-aid groups have been developed.

In the field of disaster nursing a reserve of public-health nurses is receiving instruction which will enable them to act as supervisors, and instructional material is distributed from time to time to the disaster reserve nurses.

Personnel has been added at national headquarters office and at the area offices to meet the increased duties of disaster service. They are used to coordinate chapter and local and State defense council activities and to perform liaison duties between these bodies, to conduct institutes to strengthen the preparedness program, as well as to work on actual disaster operations.

Training is being provided in disaster relief procedures to a reserve personnel composed of employees of social agencies who have agreed to serve the Red Cross in the event of a major disaster or emergency.

#### *Volunteer special services.*

The purpose of the Volunteer special services is to maintain in every chapter the regular services to the community which are carried by the Red Cross and to keep a group of volunteer workers trained by year-round activity for prompt and efficient service in emergencies, those peacetime emergencies such as floods, fires, tornadoes, and the greater emergency of war.

The volunteer special services such as production, canteen, motor corps and others have been strengthened by the addition of outstanding volunteer directors and these activities are being stimulated throughout the chapters and already

constitute an effective and significant contribution in the defense effort of the Nation. For example, last spring the Red Cross was requested to produce for the Army a reserve of 40,000,000 surgical dressings and the production service is approaching the completion of this huge and very practical task.

In the last war the volunteer services of the Red Cross were not organized into special divisions. In 1919, therefore, a special committee was appointed by the chairman of the American Red Cross to make a careful study of the kind of volunteer services required of chapters in war or disaster. As a result of this investigation nine services were eventually set up as follows:

Administration	Motor corps
Staff assistance	Nurse's aides
Production	Home service
Braille	Hospital and recreation services
Canteen	

To these have been added camp and hospital service and military auxiliaries, making ten services in all. Corps was chosen as the group name for all services.

*Staff assistance corps.*—The staff assistants are trained to do clerical, secretarial and other office work for the Red Cross chapters. These chapter activities cover work at information desks, switchboard operating, typing, stenography, filing, bookkeeping, registration work, taking charge of chapter mail, interpreting, translating, working with public relations committees and arranging Red Cross broadcasts. Virtually all branches of Red Cross work use staff assistance in some way.

During the present emergency many staff assistants are volunteering for work with local draft boards and registration work for defense councils and selected staff assistants are being given special training in the type of registration and information work necessary in time of war.

Over 10,000 were enrolled as staff assistants as of June 30, 1941, but service has increased tremendously in recent months.

*Production corps.*—There are nearly 4,000 chapters in the American Red Cross engaged in the production of garments at the present time. It has been estimated that over 1,100,000 women are occupied in sewing, knitting, or making surgical dressings. Since the fall of 1939 up to November 30, 1941, over 8,600,000 garments and more than 62,000,000 surgical dressings have been produced.

For the present all production chairmen have been requested not to expand their programs due to the difficulty of securing materials, but to retain their organizations ready to fill any emergency requests which may be received for civilian defense needs or for the Armed Forces or Foreign Relief.

Over 9,000,000 children in the Junior Red Cross have also helped in making garments, toys, and articles for veterans hospitals.

*Braille corps.*—In the Braille service, incorporated in the American Red Cross in 1921, volunteers have transcribed books into Braille for the blind.

Because this service is now well covered by other organizations which are equipped to do the work better and more economically, such as the Library of Congress, the Central Committee, after an extensive survey, is discontinuing this Red Cross Service. Arrangements are being made to transfer our volunteers to other organizations. This transfer is to be completed by December 31, 1942.

*Canteen corps.*—The Red Cross Canteen Corps is organized to meet the needs for emergency group feeding in widespread epidemics and disaster such as fires, explosions, floods, and windstorms or disaster resulting from sabotage and bombing which may require the evacuation of an area. Training is required to qualify as a member of the corps and both men and women are now taking it.

Since August membership in the canteen corps has tripled. Recently an agreement between the American Restaurant Association and the American Red Cross Canteen Corps has been made on a Nation-wide basis for emergency feeding. This makes available the services of 175,000 restaurant proprietors, the equipment and personnel under their control, in more than 15,000 communities.

In recent months, due to the great increase for this type of service, it has become necessary to develop canteen aides. These aides have not been required to take the nutrition and emergency feeding course as part of their training but must know how to handle equipment and work cooperatively in feeding groups.

*Motor corps.*—It is used for transportation of personnel and supplies, ambulance and any type of messenger service for the following activities, service to all Red Cross activities, cooperation with the Office of Civilian Defense, and service to the armed forces. This last includes multiple activities depending on military orders, driving for civilian hospitals and social service, both regular and recreational.

*Volunteer nurse's aides corps.*—In August 1941 the United States Office of Civilian Defense asked the American National Red Cross to train 100,000 nurse's aides. The American National Red Cross accepted this responsibility and undertook to greatly expand its volunteer nurse's aide program. Since August 1941 the Red Cross chapters training these aides have increased eightfold. They extend from Portland, Maine, to Portland, Oreg., from Chicago, Ill., to New Orleans, La.

*Home-service corps.*—The home service corps provides a selected group of women who perform ease work service for service men, for veterans and for their families. It also operates where there has been dislocation of living conditions due to the defense program in the present emergency, such as large evacuations of populace caused by erection of Government projects.

*Hospital and recreation corps.*—Hospital and recreation corps popularly designated as "gray lady" corps, are composed of qualified chapter volunteers who provide recreation and friendly service for patients in hospitals of the Army, Navy, United States Public Health Service, and Veterans' Administration, as well as in civilian hospitals.

*Camp and hospital service.*—Camp and hospital service has been inaugurated in about 10 Army camps and Navy posts. It is made up of two members chosen from camp and hospital committees from 6 or 8 Red Cross chapters within a certain radius of the camp. There may be 10 to 15 members of the camp and hospital committee, from 6 or 8 especially selected chapters. Each of these chapters chooses two members from the camp and hospital committee to form the camp council. This council acts as a channel through which camp commanders and medical officers can make known the needs as rapidly as possible. These councils are being started at various camps all over the United States. As of the present moment, there are 12 in existence, but from now on, these figures will change almost daily.

*Military auxiliaries.*—Military auxiliaries are now being established in Army camps and Navy posts and are made up entirely of service women. The program has just been started all over the United States and no figures are as yet available. Army and Navy auxiliaries are established as any other auxiliary to the Red Cross chapters involved, and follow the regular plan of organization and have the same objectives.

In conclusion, there are three distinctive attributes of the volunteer special services which should be emphasized. First, they are on call by and owe their primary obligation to the armed forces of the United States. Second, with the exception of a very few paid clerical assistants they are a voluntary organization throughout, financed by voluntary contributions, operated by volunteers who serve without compensation and with all services and all output of services donated. Third, they operate entirely with a trained personnel, the standards for training being set by the best experts in the field. No applicant is certified as a member of a Red Cross corps until she has taken and passed the training required by that corps.;

#### *First aid.*

First aid as taught by the American Red Cross indicates the immediate emergency care given the victim of an accident in the absence of a physician. Taking into consideration the primary purposes of the Red Cross, the relief of suffering and the conservation of human life, it is altogether natural that historically training in first aid to the injured should be one of the oldest active undertakings of the organization.

The backlog of experience and organization strength was turned to good account when a great upsurge of interest in first-aid training as an element in civil defense developed in the latter months of 1941. This interest has been intensified beyond all precedented proportions by our entry into the war. The adaptability of the program, its practical acceptability in these times when total war brings the possibility of casualties to every household and to every working place, makes it an uncommon factor for safety and for morale building.

Some idea of the growth of first aid is given by these current figures for the District of Columbia. There are 834 qualified instructors. There are 35 classes in which 1,700 prospective instructors are being taught. There are 664 classes in progress with approximately 23,000 students attending.

Understandings were reached nearly a year ago with the military authorities for the use of Red Cross staff personnel and training facilities with the men in the armed forces. A mechanized army in a way is comparable to a modern industry with similar personal injury possibilities; and water hazards need to be taken into

account. A great amount of training in both emergency first aid and water safety and for lifeguard service has been accomplished at posts, camps and training centers.

The Red Cross has a system of highway first-aid stations. Existing facilities are used—highway police stations, tourist homes, wayside stores, gasoline stations, et cetera. Station personnel trained in Red Cross first aid is always required as well as certain standards of equipment and of medical informational service. These places are identified by the well-known signs. At present there are 2,900 Red Cross highway first-aid stations.

Closely linked to the purposes and functions of these fixed stations are the mobile emergency first-aid units. Agreements are entered into between a concern or organization (for example, a trucking company, the State police) and the Red Cross area office or the chapter as is appropriate. When certain training and other requirements are met, the automobiles, trucks, et cetera, of the cooperating group are designated by Red Cross markers as mobile first-aid units. The plan provides for a similar designation of the automobiles of first-aid instructors. Altogether 5,157 automobiles, trucks, et cetera, have been designated as Red Cross mobile emergency first-aid units.

Red Cross chapters promote, organize, train, and supervise volunteer first-aid detachments in cooperation with industries and with such organizations as may come within the general provisions of the plan, such as factories and manufacturing plants, construction concerns, department stores, wholesale establishments, office buildings, warehouses, colleges and universities, hotels.

#### *Medical and health service.*

In 1940 and 1941 new activities of the medical and health service were introduced as a part of Red Cross participation in the national emergency program: The enrollment of medical technologists, the doctors for Britain project, the project for the correction of remediable defects of registrants rejected for military service, and the blood plasma project.

As of December 31, 1941, 11,158 inquiries had been made by medical technologists, 6,494 applications had been received and there was a total net enrollment of 3,243. A sensitive index of the increased activity of the Red Cross since the attack on Pearl Harbor is shown by the increase in the number of inquiries from persons desiring to enroll as medical technologists. In contrast to the 1,061 inquiries received from June 30, to November 30, a period of 5 months, there were 1,357 inquiries received during the month of December alone.

In cooperation with the office of insular and foreign operations, the medical and health service has assisted in answering the appeal of the British Red Cross to the American Red Cross to enroll American doctors to meet the shortage of doctors in British military and civilian hospitals. The doctors recruited are serving on the staffs of the emergency medical service and in the Royal Army Medical Corps.

The project for the correction of remediable defects of registrants rejected for military service was undertaken at the request of the Medical Advisory Committee of National Selective Service and is a cooperative project of selective service, the District of Columbia Medical Society, the District of Columbia Dental Society, the Health Security Administration of Washington, D. C., and the American Red Cross. Objectives of the study:

1. To determine the number of deferred registrants with remediable defects.
2. To determine the number willing to have such defects corrected.
3. To estimate the cost of remedying such defects.

In January 1941, the American Red Cross and the division of medical sciences of the National Research Council were requested by the Surgeons General of the Army and Navy to organize a cooperative project for collecting human blood plasma for the Medical Departments of the Army and Navy.

The American Red Cross with the help of certain chapters in the larger cities is responsible for enrolling the volunteer donors, safeguarding their interests and delivering the blood collected to certain licensed biological companies who have contracted to process plasma. The medical division of the Research Council is responsible for instituting and directing all the technical phases of the work, particularly as it relates to the technique of taking blood from the donor and selecting or approving the collecting units to be used.

The original request presented by the Surgeons General called for the collection of a minimum of 10,000 pints of blood plasma to be dried and to be available for treatment of the armed forces. Subsequently, 200,000 additional units were

requested to be equally divided between the Medical Departments of the Army and Navy. At the present time, approximately 30,000 units have been made available as dried plasma and distributed to Army and Navy posts, and to war-ships where it has already been used in saving the lives of injured soldiers and sailors.

In December 1941 following the attack upon Pearl Harbor, it became obvious that additional supplies of plasma would be necessary in case of civilian disaster. At the request of the Office of Civilian Defense, the health and medical committee of the office of defense health and welfare services and of its own medical and health advisory committee, the American Red Cross is undertaking to expand the facilities of the present donor project to obtain additional supplies of blood plasma to be available as liquid and frozen plasma for possible civilian use.

In addition to the anticipated expansion of present activities caused by entrance into the war, plans are being formulated for meeting the problems of the post-war period.

Already typhus is abroad in Europe. In preparation for the service that the Red Cross will be called upon to give, preliminary planning is focused on the building up of a roster of qualified and available personnel to be used in combatting the spread of epidemic disease.

#### *Nutrition.*

The Red Cross nutrition program today has a vital double significance in the total war effort of our Nation. It will help build civilian power behind military power by providing men and women throughout the country with the knowledge of food needs and food values upon which stamina, working efficiency, and morale depend. It is primarily a long-range, continuing program of education directed to all income groups.

The Red Cross nutrition program is also an emergency program training groups of lay volunteers in the preparation and serving of food in large quantities under emergency conditions in readiness for situations that might arise from disasters or enemy action.

The coordinator of the office of defense health and welfare services, on the recommendation of the State nutrition committees for defense, urged the Red Cross to enlarge the scope of its nutrition activities and to give leadership in communities in organizing nutrition activities. The Red Cross is giving full support to the mobilization of lay and professional groups in the drive toward nutrition. The nutrition programs of the Red Cross and the office of defense health and welfare services are closely cooperative.

#### *Nursing service.*

The nursing service of the American Red Cross is charged by act of Congress, April 23, 1908, with the responsibility for maintaining a first reserve of nurses to care for the armed forces of the Government. This enrollment of Red Cross nurses becomes vitally important when the United States is at war. During this past year 19,955 nurses were added to the Red Cross roster. Immediately following entry into the war more than five times as many nurses enrolled each week as had been doing so before.

When an emergency which requires nurses outside of this country but does not come under the jurisdiction of the Army or Navy arises, the Red Cross is called upon to meet the need. At present the Red Cross is recruiting 75 enrolled nurses to be drawn as far as possible from the group making up the second reserve. They are to be assigned to Hawaii to supplement the staff at Hawaiian hospitals in order to care for civilians who have been injured.

There are 60 American Red Cross nurses now on duty in England working as a part of the Red Cross-Harvard communicable disease unit which is considered most valuable by the British Ministry of Health in the study and control of communicable diseases caused by the war.

In those disasters which occur in normal times and not as a result of total war, Red Cross nursing service plays an active part. There were only 22 days during the last fiscal year in which no nurse was engaged in disaster nursing. In all, 200 nurses spent 1,695½ days in disaster nursing that year. The Red Cross maintains throughout the country a small reserve of nurses experienced in disaster nursing and known to be efficient executives who are on call.

There are still many sections of the country where the official health agencies have not developed a program. It is in these areas that the Red Cross chapters are carrying on public health nursing. Advice and direction from the State and local health authorities are always essential to the successful work of a Red

Cross public-health nursing service. There are 359 Red Cross chapters carrying on public-health nursing all the year round.

During a period when large numbers of people drift to defense areas, local health resources in the form of medical, hospital, nursing, and clinical services are frequently taxed beyond their capacity. Maintaining good health in these areas becomes exceedingly important from a community as well as a production standpoint.

In these centers more responsibility must be placed upon the people themselves for maintaining their own health, for recognizing symptoms which may lead to ill health, and for giving good nursing service in the home.

The course in Red Cross home nursing which has been given for 30 years helps people to do just these things. The local chapter of the Red Cross, together with other local agencies responsible for health education and civilian defense, should draw up plans which will meet the individual needs of each community for this instruction.

The course, which is taught by a professional nurse, consists of at least 24 hours of practical instruction in how to keep the family well and how to give simple nursing care in the home to people who do not need continuous expert hospital and nursing care. Last year 80,000 certificates were granted, this year more than a half million certificates will be earned.

Recognizing that the most fruitful efforts are to recruit young women into nursing, to bring back into active work retired nurses, and to increase in every way the normal supply of graduate nurses, it yet seems clear that nurse's aides and assistants of several different kinds are needed to care for the sick and to prevent illness in our country in this time of crisis. It was therefore decided about a year and a half ago that the volunteer special services of the Red Cross and the Red Cross nursing service should collaborate in the development of Red Cross volunteer nurse's aides. One hundred and forty-nine chapters in 32 States and the District of Columbia are carrying on such a program and the Red Cross has been designated by the Office of Civilian Defense as the sole agency responsible for it.

#### *Junior Red Cross.*

The American Junior Red Cross is the Red Cross in the schools. It is a division of membership of the American Red Cross. Its 1942 estimated membership of 13,000,000 is restricted to school pupils, including children in public, private, or parochial elementary and secondary schools.

The purpose of the Junior Red Cross is to promote positive health, to provide opportunities for the participation of youth in worth while service activities, to give practice in responsible citizenship and to assist in promoting international understanding.

The policy of the organization since it was founded by proclamation of Woodrow Wilson in 1917, has been to promote activities in the schools that are socially, educationally, and emotionally sound. Fund raising has been kept secondary, but since the entrance of the United States into the present war, the Junior Red Cross is being given an opportunity to participate in the Red Cross war fund.

Other activities of the Junior Red Cross that are contributing to the national war effort are: The war on waste, the Victory Book campaign, the production of items for the care and comfort of hospitalized men in the armed forces, and the making of garments for refugee children in England. The instruction that has been given through the Junior Red Cross in first aid, water safety, accident prevention, nutrition, and home nursing will be continued and already many Junior Red Cross councils in high schools have organized first-aid detachments as one of their contributions to civil defense.

Because the Red Cross program has been soundly and sanely developed during the years of peace, the organization has been able in this crisis to offer to the Nation in its plans for civilian defense and the war effort a vast army of people already trained along essential lines; and the facilities of an organization extending into every county of the land which is already skilled in dealing with the very problems which may be expected to arise.

## EXHIBIT 16.—KIWANIS INTERNATIONAL, CHICAGO, ILL.

REPORT BY CHARLES S. DONLEY, PRESIDENT

JANUARY 22, 1942.

I write at this time of only civilian morale. I believe the saving of man-hours is as essential to complete victory as the salvaging of materials. It is wasteful to organize men into many new groups to do work that an existing organization is doing now, and has been doing for 27 years. To organize new groups and committees requires long and arduous work, and it will take a long time before these groups are brought to the efficiency of an experienced service-club organization.

Civilian morale really means the raising of the level of ordinary civic activities to a wartime tempo. Men must be given an incentive so they will intensify and increase their community and civilian service. Kiwanians, with 27 years of experience, know how this can be done.

If men are urged to become members of newly formed organizations, with sufficient and untried leadership, time is lost and there are many delays in reaching efficient administration.

The Nation should use the trained men and the community facilities that are now ready to go into action. In this way there could be a building of strong civilian morale. And the use of such trained men, who have had years of service-club experience, would be without expense to the Government or donations from the people.

In October 1941, Kiwanis International was asked by the Office of Production Management to assist in civilian-morale duties by the distribution of factual data. Kiwanis International accepted the responsibility and planned the work to be done throughout the Nation.

When war was declared, we continued this work in 2,176 communities. Already thousands of Kiwanians are engaged in civilian-morale activities as reported by newspapers, the radio, and in letters and reports to our general office in Chicago.

I am convinced that constructive morale can be built and maintained by doing the regular, every-day civic activities. These duties should become the responsibility of those persons and organizations that have stood the test of service during the past several decades. I urge our Government to consider using these organizations which have proven their community value.

Kiwanis International has justified its existence. We have continuously increased our membership and we are represented in 2,176 principal cities and communities. We train more than 8,000 leaders each year. We have a selected membership. We complete more than 30,000 civic projects each year. We are adequately financed. We are tied to a Christian democracy.

For many years Kiwanis International has adhered to a carefully prepared program of character building. This program includes activities in citizenship, public affairs, urban-rural relations and agriculture, vocational guidance, youth and underprivileged child work, the support of churches, etc.

Our program promotes those identical activities which are included in the program of the present temporary civilian-morale committees.

Kiwanis civic projects include all the major activities that are necessary in any civilian-morale program. Our officers and members are trained through long experience in doing all these things. Our committees—international, district, and local—are trained by long experience, and these committees are permanent, continuing from year to year.

The clubs of Kiwanis International should be urged to continue their work and to increase their membership for united action in this war. Kiwanians who know how to do civilian-morale work should not be asked to volunteer their services under newly formed groups having inexperienced leadership. The Kiwanis program, when carried through by Kiwanians, is the maximum in building civilian morale for victory.

## EXHIBIT 17.—THE KNIGHTS OF COLUMBUS, NEW HAVEN, CONN.

REPORT BY JOSEPH F. LAMB, SUPREME SECRETARY

The Knights of Columbus was incorporated by a resolution adopted by the General Assembly of the State of Connecticut, approved March 29, 1882. Under the amended charter granted the organization by the State of Connecticut, it is



authorized and empowered to render aid and assistance to its members, and to promote and conduct educational, charitable, religious, social welfare, war relief and welfare and public relief work, and, to more effectively carry out its purposes, to establish, accumulate, and maintain a reserve fund or other fund, or funds, in such manner or in such amounts as it may determine. The Knights of Columbus is licensed to transact the business of life insurance in all States, in the District of Columbia, in Alaska, in all provinces of Canada, and in Newfoundland. Branches of the order have also been established in Puerto Rico, Cuba, Mexico, the Canal Zone, and the Philippine Islands, but without insurance benefits to members.

The Knights of Columbus has a representative form of government. Its 410,000 members are gathered into 2,480 organic units, known as subordinate councils. In these councils the members exercise their right to govern the organization by representative methods. The ultimate source of authority in the organization is found in the individual members. It has a body of organic law which defines the details of organization and the powers committed to the governmental agencies thus created. Under the organic law, which is the expression of the will of the membership, all powers within and in the name of the organization are exercised. This law enters into all the relations created by the organization, and operates to define and limit the rights and privileges which the organization bestows. By this organic law the supreme council has been created a part of the chosen system of government, and in it is reposed the supreme authority as respects organization, government, regulation, and discipline which is defined by the fundamental law. Between the supreme council and the subordinate councils are 60 intermediate bodies known as State councils, all subordinate to the supreme council, and also existing by the fundamental law and exercising authority thereunder. The supreme council, the 60 State councils, and the 2,480 subordinate councils, are in no sense separate and independent. They are interrelated parts of a single, comprehensive, unified system existing as the result of the will of the entire membership, under a common law which comes from that membership, subject to a common authority created by that membership, and seeking common ends which are the concern of every member. An enormous amount of human energy was required to build up the organization to international magnitude, achieving results unprecedented in the history of American fraternal organizations.

The Knights of Columbus has a form of initiation of members known as a ceremonial, which is divided into four sections or degrees based upon the principles of charity, unity, fraternity, and patriotism.

The organization, in which membership is restricted to men of the Catholic faith, combines substantial fraternal benefits with the attractiveness of selective membership and secret initiation, which is not oath-bound, but secret only upon the promise of man to man, with this promise ever yielding to the authority of Church and State. The Knights of Columbus offers social advantages heightened by the background of Catholic religion, and through its supreme council, and its State and subordinate councils, it conducts many activities—charitable, social, educational, religious, public welfare and war relief, in addition to providing insurance benefits. The organization has established a splendid record in the operation and management of its insurance business on a legal reserve basis, and more than \$60,000,000 has been paid in old-age benefits to members, and in death benefits to the beneficiaries of members. The assets of the Knights of Columbus amount to more than \$53,000,000.

The organization has never permitted itself to be circumscribed within the strict limits of insurance benefits and social interests. It has from its very inception fostered and exercised the broader spirit of brotherly love, which signalizes the history of the organization as a record of service to God, to country, and to fellow man. It forbids proscription. Its work as a welfare agency is notable. It was among the first to offer relief to the sufferers of the San Francisco earthquake. It has helped the victims of calamities in fires in Halifax, Nova Scotia, as well as in various parts of our country; it has rendered aid to victims of destructive storms in Florida, Cuba, Puerto Rico, San Domingo, Newfoundland, and in other places of our own country. It donated \$25,000 to the Red Cross in 1927 for Mississippi flood relief and expended a like amount in its own relief work in the lower Mississippi Valley. It has helped the victims of disastrous floods in other parts of the country. It was among the first organizations to answer the appeal of a former President of the United States for emergency relief when the people of Japan were stricken by a devastating earthquake, donating \$25,000. The Knights of Columbus has been among the first to offer practical and substantial assistance to all sufferers wherever there has been any great public calamity, and all of its relief work has been made possible by contributions received by the organization from its own members.

During the Spanish-American War, in 1898, the Knights of Columbus conducted welfare work for typhoid-stricken soldiers, chiefly at Montauk Point, Long Island, N. Y. Again in 1916, when American troops were stationed on the Mexican border, the Knights of Columbus erected 16 buildings in various localities from the Gulf of Mexico to the Gulf of California and furnished healthful amusement and entertainment, and enabled men of the Catholic faith to have the benefit of their religion at all times. This work was conducted without any expense to the people of the country, and entirely from the funds of the organization.

In 1914, when Canada entered the World War, the Knights of Columbus of Canada erected and maintained huts and hostels in Canada, Newfoundland, and the British Isles, and conducted welfare activities for the men of the armed forces, and similar action was taken in September 1939, when Canada declared war on Germany. The Knights of Columbus Canadian Army Huts is the recognized Catholic agency among the welfare agencies ministering to Canadian troops, and has its huts and hostels in various places in Canada and the British Isles, and was operating with the Canadian forces in Hong Kong while that colony remained in British hands.

It was the success in the welfare work for soldiers along the Mexican border that led the Knights of Columbus to offer its services to the Government of the United States when war was declared in April 1917. The offer of services was quickly accepted, with the result that the Knights of Columbus entered into the work throughout this country and in Europe, and even in distant Siberia, in fact, wherever soldiers and sailors could be reached. In 1917 the Knights of Columbus raised a million dollars entirely from members for its war work. The needs of the situation developed so fast that the original amount was greatly increased and the public was appealed to, with the result that approximately \$14,000,000 had been subscribed for the Knights of Columbus War Camp Fund at the close of the first year of the World War. More than \$27,000,000 was later received from the United War Work Campaign Fund. In its work for the armed forces of our country, the Knights of Columbus established an enviable record. When demobilization of service men began, the organization established employment bureaus in the large industrial centers of the country, and hundreds of thousands of former service men were assisted in finding jobs. The Knights of Columbus also contributed \$50,000 to the American Legion to enable that organization to assist noncompensable and inadequately compensated service men who had migrated to the Southwest. Later, this amount was added to so that the American Legion might conduct rehabilitation work for the service men; \$75,000 was also donated to the Veterans of the World War. A substantial contribution was also made to the Veterans of Foreign Wars. On June 30, 1927, more than 10 years after the beginning of its war program, the Knights of Columbus discontinued its hospital welfare work in behalf of the service men. In this phase of the work the secretaries of the organization rendered personal service, distributed creature comforts, furnished entertainment, and supplied athletic equipment for some forty thousand service men undergoing treatment in more than four hundred and fifty hospitals throughout the country.

The Knights of Columbus also operated 150 free evening schools for former service men, this work continuing until 1925. The total enrollment was 313,916 service men. The organization also provided 403 full scholarships in college courses in 41 of the leading universities, technical schools, and colleges to service men found eligible by the college boards of entrance; 284 of these former service men received their degrees. In February 1922 a correspondence course for service men was instituted. Instruction was given in 85 subjects, and 125,000 veterans were enrolled.

In 1932, after making final accounting to the Superior Court of New Haven County, Conn., the Knights of Columbus obtained a judicial decree fully and finally releasing and discharging it from all further liability, accountability, and responsibility in connection with contributions received for war work purposes.

The peacetime activities of the Knights of Columbus, involving the expenditure of millions of dollars for educational, charitable, and religious purposes, exclusive of its operations as an insurance organization, must, by reason of space limitations, be omitted from review in this memorandum.

At the present time the Knights of Columbus is employing its means of communication, its facilities, its resources, and its extensive manpower in strengthening and executing the program of the National Catholic Community Service, which is the official agency through which the Catholic group of our population

is making its contribution for the welfare of the men of the armed forces and men and women engaged in defense industries. Mr. Francis P. Matthews of Omaha, Nebr., supreme knight of the Knights of Columbus, is chairman of the executive committee of the National Catholic Community Service, and Mr. Luke E. Hart, St. Louis, Mo., supreme advocate of the Knights of Columbus, is a member of that committee. They are the only lay members of this committee, which is the administrative authority of the National Catholic Community Service. They were also instrumental in organizing the United Service Organization for National Defense, and Mr. Matthews is vice president of that body, and Mr. Hart is a member of its board of directors.

Through the National Catholic Community Service the entire membership of the Knights of Columbus in the United States and its possessions is mobilized to meet the problems in connection with national defense and the successful prosecution of the war. The highest officers of the Knights of Columbus, charged with the responsibility of giving direction to the participation of the National Catholic Community Service in the defense program and war effort, have brought to their task the previous experience of the Knights of Columbus as a war-work organization, and have coordinated, with the cooperation of officers, committees, and members the defense program activities of councils. When the training camps of our country had again been opened, and long before United Service Organization had been organized and had conducted its campaign for funds individual councils of the Knights of Columbus took the initiative in engaging in welfare activities for men of the armed forces in areas accessible to facilities provided by such councils. At the present time the National Catholic Community Service has 79 military clubs in operation, with 36 additional points which are being serviced, making a total of 115 operating units. There are also 4 service operations which are rendering help in the form of personnel, making a total of 119 men's operations. The National Catholic Community Service also has 16 women's clubs in operation, in addition to covering 10 additional points, making a total of 26 women's operating units, thus making a grand total of 145 National Catholic Community Service operating units. This number is not exceeded by any other United Service Organization agency supported only by funds of that organization. The personnel department of the National Catholic Community Service reports a total of 376 people on the staff of the organization. As speedily as United Service Organization buildings are completed, the services of the National Catholic Community Service will be extended and expanded.

The measure of opportunity for the National Catholic Community Service, as one of the welfare agencies of United Service Organization, will be the measure of the contribution of the Catholic group in cooperating on both a national scale and on the local level in rendering devoted service to our country in the present emergency. There is a realization on the part of the Knights of Columbus, and of the Catholic people of our country, of the tremendous responsibility that is ours to serve the forces of our country and those who are employed in defense industries.

It should be kept in mind that the personnel of the armed forces of our country comprises many members of the Knights of Columbus who saw service in World War I; that this personnel also includes tens of thousands of Knights of Columbus; that other tens of thousands of Knights of Columbus are being inducted into military, naval, and aviation services; that in the councils of the Knights of Columbus there are former war workers of the organization, and that this situation has created a spirit and an intensity of purpose on the part of Knights of Columbus throughout our country which finds its highest expression in a readiness, a willingness, and an ardent desire to serve the men of the armed forces with the same fidelity and zeal that was manifested by the Knights of Columbus in its war and welfare work of a quarter of a century ago.

EXHIBIT 18.—NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF  
COLORED PEOPLE, NEW YORK, N. Y.

REPORT BY WALTER WHITE, SECRETARY

Briefly the National Association for the Advancement of Colored People was organized in 1909 to secure full citizenship rights as granted by the Constitution for all Negro American citizens.

*Structure of organization.*

There are 426 branches and 104 youth councils and college chapters of the association in 44 States. With these as working agencies, in addition to the national office in New York City, the association has fought and won hundreds of legal and other battles on behalf of the 13,000,000 Negroes of the country, including 16 victories in the United States Supreme Court.

The national office is departmentalized into the following: Branch department, handling the chartering, activities built around local programs, coordination of work and membership for the branches; legal department, handling cases involving discrimination and segregation in violation of the fourteenth and fifteenth amendments to the Constitution; youth department, dealing specifically with the vital problems faced by Negro youth and administering and giving direction to the youth councils and college chapters; publicity department, handling all printed material published by the association and acting as a bureau of information for 216 weekly Negro newspapers and a large number of dailies and their correspondents. Also in the national offices are the general administrative departments of the executive and assistant secretaries, official organ for the association is the Crisis magazine established in 1910 carrying articles on Negro life in America and about colored peoples over the world.

*Activities in connection with defense and war efforts.*

As soon as the United States Government began to contract with private industry for national defense materials, it was found that industry, contrary to the prevailing policy in the last war, displayed a great reluctance to hire Negro labor in skilled or semiskilled capacities. There were certain industries, notably steel, coal, and automobile, which hired unskilled Negro laborers, but the newer ones, notably aircraft and machine tools and makers of various finished products, would not hire Negroes in any capacity.

A very serious problem was created as industry began to expand, for it was noted by the association that plant management, in many cases, imported white labor from other States, rather than hire available local Negro labor. This practice resulted in overcrowding of industrial communities and in holding down the income of the Negro group in the face of a rising cost of living. It was also found that industry was not alone at fault. Craft unions which have constitutional provisions or ritualistic practices which bar Negroes from memberships succeeded in blocking the way to employment for those Negroes who were qualified to hold skilled or semiskilled jobs.

In view of these facts, nearly the entire emphasis of the association's program since as early as its 1939 annual conference has been to help promote national unity by striving to secure an equal place in the national defense effort for American Negroes.

To this end the National Association for the Advancement of Colored People through its national office and branches has:

1. Circulated at its own expense official lists of Government defense contracts let, giving name and place of the plant, nature of work contracted for, and amount of contract.
2. Outlined a method for the use of these lists by having responsible branch officers question plant management as to policy in hiring Negroes and in bringing to the attention of management qualified Negroes who could perform the necessary tasks.
3. Through youth councils, college chapters, and branches, made surveys of training facilities available and to what extent these facilities were open to Negroes.
4. Used results of this survey to open more job training centers to Negroes desiring to take vocational courses through the Work Projects Administration, National Youth Administration, State and municipal programs.
5. Consistently urged that colored people take advantage of the programs in places where there were not policies against their participation and to insist that racial barriers in other places be broken down.

6. Referred complaints of segregation and discrimination on the part of local authorities to heads of the United States Housing Authority, United States Employment Service, and other Federal agencies.

7. Taken an active part in the work of the March-on-Washington movement in the spring of 1941 which helped to bring about the President's Executive Order No. 8802, of June 25, banning discrimination on account of race, creed, color, or national origin in industries holding contracts for national defense production or in training for jobs in such industries.

8. Assisted the Committee on Fair Employment Practice created by Executive Order No. 8802, of June 25, by sending sworn complaints of discrimination in defense industries for the committee's investigation and remedial action.

9. Cooperated with nondiscriminating labor unions in their attempt to integrate Negro workers into the movement, and actively opposed the discriminatory policies of those unions which bar Negroes from membership, thereby cutting down a large section of the available labor supply.

10. Urged the President and members of Congress seriously to consider the detrimental effect on the training of a new labor supply should the vocational programs of the Work Projects Administration, National Youth Administration, and other agencies be stopped by action of the Congressional Committee on Non-Defense Spending.

The association reports that its investigations have shown that there is discrimination against Negro workers in defense housing in many localities. We recognize that the problem of defense housing has affected all workers but we insist that there has been unjustifiable discrimination against Negroes. We cite Newport, R. I., St. Louis, Mo., Buffalo, N. Y., Detroit, Mich., Homestead, Pa., and Norfolk, Va.

Doubtless there are other centers where there is discrimination on which we do not have reports. We maintain that this practice is detrimental to the best interests of the country's war and national defense efforts.

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## EXHIBIT 19.—NATIONAL ASSOCIATION OF HOUSING OFFICIALS, CHICAGO, ILL.

REPORT BY COLEMAN WOODBURY, DIRECTOR

The association maintains active committees on the subjects of rent levels during the emergency, war housing, and post-war housing, and the management division of the association has an active committee dealing with management aspects of the war-housing program. The association's standing committee on Federal-local relations has devoted much of its efforts since the beginning of the emergency to dealing with new problems in the relationship between local housing authorities and Federal agencies developing out of the defense and war housing programs.

Another of the association's regular activities that has had special application during the emergency period is the training of housing management personnel. Since 1935 the association has led or participated in the formulation of professional standards for housing management, has conducted short-term intensive institutes for training of housing management personnel, and has helped other institutions conduct such institutes. For example, last spring a staff member of National Association of Housing Officials organized and conducted for the division of defense housing of the Federal Works Agency a short training program for its newly recruited housing managers based on earlier similar activity of the association.

It was largely our belief in the community implications of the public housing—both defense and nondefense—that prompted our interest in developing the best type of management personnel. We have believed that whereas the physical operation and management of large-scale housing developments may present problems that are not entirely new in the experience of this country, the problems of community relations arising from the construction and operation of whole planned neighborhoods of new housing are new and require the attention of persons with considerable interest and experience in community or group organization if they are to be met successfully.

The following publications of the association issued before or during the emergency pertain directly to the subject of community facilities.

Where Housing and Welfare Meet: A statement of joint administrative responsibility. Joint committee on housing and welfare of the American Public Welfare Association and the National Association of Housing Officials. May 1940; 12 pages; 25 cents.

Community Relations in Urban Low-Rent Housing: First report of the committee on community relations in housing developments. May 1940; 19 pages, mimeograph; 50 cents.

Notes on Management Practice; No. 2, NYA Cooperation in Equipping Projects by Lawrence M. Cox. March 25, 1941; 4 pages, mimeograph; 20 cents.

Notes on Management Practice; No. 3, 38 Questions on Community Facilities and Activities by Abraham Goldfeld. June 17, 1941; 6 pages, mimeograph, 20 cents.

Practically everyone of our national and regional meetings during the past few years has included one or more sessions devoted to the subject of community facilities and activities. Experience in these meetings and in the day-to-day clearing house function of our association has impressed us with the value of opportunities for direct exchange of information on policies, practices, and problems between the various agencies concerned.

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## EXHIBIT 20.—NATIONAL CONGRESS OF PARENTS AND TEACHERS, CHICAGO, ILL.

REPORT BY MRS. WILLIAM KLETZER, PRESIDENT

JANUARY 16, 1942.

The National Congress of Parents and Teachers is a volunteer organization, composed of two and one-half million members in more than 28,000 local associations in each of the 48 States and the District of Columbia, Alaska, Hawaii, and Puerto Rico. There is a close relationship between all groups and a unity of purpose. As one of our major objectives is the welfare of children and youth in home, school, church, and community, we are alert to social and economic conditions which affect these institutions. The local associations look to their national leaders for help and guidance in adapting their programs to present day needs. Because of this fact and because changes were coming into the living conditions of many communities due to the establishment of war industries, Army camps, and so forth in their areas, the national executive committee, meeting in New York City, January 17, 1941, adopted the following statement and sent it to all local associations to help them build programs of activities adapted to the needs of their communities:

"The program of total defense for the American Nation presents a vital challenge to every parent-teacher association. This means that whether the association is within an area of intensive armament industry, is near an Army training camp, or is seemingly remote from actual defense preparation, the responsibility is inescapable for preserving basic values of the American way of life and those institutions vital to the wholesome growth and development of youth.

"Three problems compel our immediate attention. First, the problem of coping with the following conditions growing out of the inability of the average community adjacent to an Army camp to make adequate provision for the young men called to service:

- "1. Lack of wholesome recreational facilities.
- "2. Shortage of desirable commercial amusements.
- "3. Inadequacy of health services and sanitary facilities.
- "4. Existence of commercialized vice.

"5. Unwholesome influence on the boys and girls of the community resulting from disturbed community relationships which often occur with the establishment of Army camps.

"Second, the problem of coping with difficulties connected with large emergency settlements established for essential war industries. Some of these are:

- "1. Lack of adequate housing facilities.
- "2. Lack of facilities to safeguard health and general well-being, including adequate water supply, sanitation, nursing, medical service.
- "3. Overtaxing of local school facilities with resultant shortage in trained teachers, seating capacity, and textbooks.
- "4. Increase in liquor traffic, gambling, and prostitution.
- "5. Increase in juvenile delinquency.

"6. Lack of community loyalty and responsibility on part of influx population.

"7. Unbalanced spending.

"Third, the problem of maintaining normal human relationships and of providing normal community services in a national emergency. Among the conditions to be met in this area are:

"1. Inadequacy of funds for maintenance of community services.

"2. Shortage of trained local leaders with vision and ability.

"3. Attitudes of fear, cynicism, and selfishness.

"4. Lack of appreciation of spiritual values.

"The parent-teacher association, motivated by long-established concern for the well-being of children and youth, accepts its responsibility in the challenge presented by total defense in America. By intensified planning, effort, and sacrifice, assisting and cooperating with defense councils and other agencies, the parent-teacher association will help in the adjustment of the community to the emergency of national defense and the continuation of ideals, traditions, and institutions basic to the American way of life.

"To that end parent-teacher associations of the National Congress of Parents and Teachers will:

"1. Conduct community surveys in the fields of health, housing, sanitation, recreation, education, and other phases of family and group living to determine what essential services must be maintained and what extra provision must be made to meet defense conditions.

"2. Follow up the needs disclosed by such surveys. For example:

"(a) Utilize available facilities of schools, libraries, churches, and other community buildings to provide wholesome recreation.

"(b) Assist with the organization of vocational classes in the defense education program.

"(c) Encourage provision for adequate housing, sanitation, and health services.

"(d) Provide increased opportunities for adult education encompassing family and group living, the processes of government, and the responsibilities of citizenship.

"(e) Provide opportunity for participation in community activities by new families on all economic and social levels.

"(f) Discourage the influx of facilities for harmful amusement and recreation.

"(g) Cooperate with law enforcement officers and other public officials in maintaining wholesome community environment.

"Total defense must begin with a strengthening of faith in American ideals and traditions so that America may continue to offer a haven for love, freedom, truth, and justice in a world beset with tyranny and oppression."

When the national board of managers met in Boston, May 1941, and considered the legislation program of the organization for the coming year, there was great concern over the need for amplified community services in the many defense areas. H. R. 4545 was on its way through Congress at that time, and, as it is against our general policy to endorse specific bills, we adopted the following as one item of our legislation program:

"Endorsement of emergency legislation to provide community services for education, recreation, health sanitation, etc., such legislation to include safeguards as to the basis for granting the funds and the amount to be spent for administration."

The national board of managers met again in September 1941, in Chicago, and after careful consideration of our legislation program, in light of further developments and in view of the fact that we realized the original \$150,000,000 of H. R. 4545 would not be sufficient to meet the swiftly growing needs, we adopted this further statement as an item of our revised legislation program:

"Inclusion with respect to further appropriations for community facilities of provision that the determination of need for educational, health, or other facilities of a technical character be established by the Federal agency best qualified in these respective fields and that funds be earmarked for the use of each such agency to render this service."

Enclosed you will find a printed statement of the pertinent facts about the National Congress of Parents and Teachers; also, a recent statement of the national board of managers regarding the many types of defense activities we have suggested to our widespread membership.

The statements quoted in this letter, in addition to the material enclosed, will show your committee that we are and have been following closely the problems growing out of shortages of essential community facilities due to the migration of defense workers and related problems of the provision for civilian protection and

participation. Localities cannot meet these problems without outside help, and it is only in very limited areas that nonofficial agencies are adequate to fill the needs. Continued Federal assistance is the only answer. In this regard, may I draw your attention especially to our board statement of September 20, 1941. We feel this provision would insure the continued careful and expert consideration given to each request for aid.

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## EXHIBIT 21.—NATIONAL CONSUMERS LEAGUE, NEW YORK, N. Y.

REPORT BY MRS. WARWICK HOBART, GENERAL SECRETARY

The National Consumers League is a nonsectarian, nonpartisan organization with 15 State leagues in 13 States, comprising approximately 15,000 members. The purpose of the league is concerned with the employment conditions of wage earners, especially women and children, as these conditions affect the public welfare. In its long-range program, the league has concerned itself with wage-and-hour legislation, child labor, conditions of employment, social security, housing of workers.

For the immediate present, the league will direct its major efforts to ways and means of adapting women workers especially into a maximum defense effort. In so doing, it will consider legislation proposed for lowering of established standards, proper training and placement of women in defense, and problems of movements of labor across State lines for both defense and nondefense industries.

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## EXHIBIT 22.—NATIONAL COUNCIL OF JEWISH WOMEN, NEW YORK, N. Y.

REPORT BY MAURICE L. GOLDMAN, PRESIDENT

Founded in 1893 to organize the social contribution of American Jewish women, the National Council of Jewish Women now numbers 60,000 members in 327 sections, both senior and junior, in communities throughout the United States. Its basic program, which calls for an expanding democracy to meet the needs of all the American people, has been extended and intensified to meet the present emergency.

*Social welfare.*—Under the supervision of the professionally staffed national office, local council sections initiate and cooperate with such welfare projects as camps, community centers, well-baby clinics, school lunches, dental clinics, toyeries, speech clinics, nursery schools, playgrounds, and assistance to the handicapped. Each of these projects is launched only after careful study of the needs of the particular community.

To meet the needs of the civilian protection program, council sections, in cooperation with local offices of civilian defense and with the American Red Cross, have urged their members to enroll in training courses for nurses aides, canteen service, mass feeding, air-raid protection, motor corps, ambulance driving, and first aid. In industrial defense areas, sections are also assisting in home registration for available living quarters and are conducting information centers on recreational and educational facilities in their communities. More than half of the council sections carry on extensive programs for Army and Navy service, providing recreation, sightseeing, and home hospitality for men in service.

Study groups on nutrition are now being organized in council sections with the aid of material issued from the national office. It is expected that nutrition classes and information centers will soon be established by council sections as a result of this course.

*Service to the foreign-born.*—For 40 years, the council, working in close cooperation with overseas agencies and with the United States Government, has served immigrants to the United States. Professional social workers employed by the council meet travelers at all ports of entry. Under the supervision of the national office, council sections offer assistance in technical immigration problems, in change of status, in naturalization procedures and in the location of relatives. Many sections sponsor English classes, classes in Americanization, and social and recreational projects for aliens.

In connection with the defense program, the National Council of Jewish Women is now sponsoring a Nation-wide registration of the skills, aptitudes, and time



which aliens are willing to contribute to the defense of their communities. Duplicate registration cards in the national office will provide a Nation-wide resource file which will be available to defense agencies. Aliens registering with the council will be referred only to those agencies where they are eligible to work, thus sparing them the disappointment of being turned away as noncitizens.

*Social legislation.*—The council has endeavored to strengthen the foundations of democracy through an intensive program of education and action in the field of social legislation. The endorsement of specific legislation is arrived at after authorization by delegates to triennial conventions. No resolutions are considered until the specific issue has been carefully scrutinized in council study groups throughout the country. Material for these study courses is prepared and released by the national office. The council is concerned with such questions as the extension of low-cost housing, adequate distribution of medical facilities, the abolition of child labor, the extension of Federal and State wage and hour laws and the passage of the Tolan bill to regulate employment agencies dealing with interstate placement. In connection with these interests, it has published a pamphlet on "The Health of the Nation," cooperated in the publication of the pamphlet, "Job Brokers—Unlimited," and issued a course on "The consumer in wartime."

*International relations.*—The council has consistently favored a program of collective action among the nations of the world. Study groups on Latin American relations and on various proposals for world organization are now being conducted in many council sections. Recent action taken by the council after authorization by its sections included support of the lend-lease bill and the repeal of the Neutrality Act.

*Interfaith and intercultural relations.*—In order to contribute to national unity, the council, which has always encouraged interfaith programs and projects, is now releasing a study course providing information about minority groups, both religious and racial. Many council sections are now sponsoring community forums on the "Religions of democracy," which are designed to bring about mutual respect and understanding among Catholics, Protestants, and Jews.

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## EXHIBIT 23.—NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES, WASHINGTON, D. C.

REPORT BY WILLARD GIVENS, EXECUTIVE SECRETARY

The National Education Association of the United States is a professional organization of teachers and school administrators, having about 220,000 direct members and about 680,000 additional members of 48 State education associations affiliated with it. Thus the National Education Association is an organization composed of about 900,000 out of the 1,000,000 teachers and school administrators in the United States.

The National Education Association is composed of 27 departments devoted to the various specialized professional aspects of education. It maintains 31 committees and commissions who study various problems of public education and promote programs of action to advance our public schools and the welfare of the teaching profession.

Since 1936 the National Education Association has sponsored the Educational Policies Commission. This commission has devoted some 6 years of study to matters of fundamental policies in the field of public education, has issued several publications in this field, and is now devoting its major energies and resources to public education in its relation to the national defense and the prosecution of the war.

The legislative commission of the National Education Association has for some time been interested in school facilities for children in areas of defense activities. This commission has actively sponsored S. 1313 by Senator Thomas of Utah, chairman of the Senate Committee on Education and Labor. This bill, among other things, proposed to appropriate funds to provide school facilities for children in defense areas, of whom there were 265,000 without facilities in September 1941.

Since S. 1313 was introduced the Congress has enacted the Lanham Community Facilities Act, Public Law 137, appropriating \$150,000,000, of which a part, but no specified part, was for schools, both buildings and operating expenses.

While we are pleased that Congress has taken action in this matter, we disagree with the method of approaching the solution of the problem. The funds are administered by the Public Works Administrator. It is true the Public Works

Administrator has elected to deal with the schools through the United States Commissioner of Education and he in turn through the State departments of education. However, nothing in the law requires any such arrangement and Congress deserves no credit for the situation being even as good as it is. The proper way to administer affairs of public education is through the regularly constituted State educational authorities. The only proper Federal agency for dealing with State educational authorities is the Office of Education under the administration of the Commissioner of Education. Congress seems to be concerned about undesirable control of education. It should recognize, however, that the more agencies, not educational, it places in power to aid schools or to direct their policies the greater the hazard of Federal control.

The proper operation of aid for schools in defense areas ought to be investigated and studied by the Committee Investigating National Defense Migration, not that the work thus far has not been honestly done, but that it has been carried on under a policy based on unsound principles and procedures for Federal relations to State and local conduct of education.

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## EXHIBIT 24.—NATIONAL FEDERATION OF BUSINESS AND PROFESSIONAL WOMEN'S CLUBS, INC., NEW YORK, N. Y.

REPORT BY GLADYS F. GOVE, DIRECTOR VOCATIONAL SERVICE

### *Sources and availability of womenpower.*

Trained women in every field of work are readily available in the United States.

(a) *This federation.*—The National Federation of Business and Professional Women's Clubs is made up of 76,000 women representing a cross-section of occupations in our clubs in 1,700 communities: Professional, semiprofessional, executives and managers, owners and partners, and clerical workers. They are reached individually each month by the direct mailing of our magazine, *Independent Woman*. (A sample copy is being mailed.) A frequent news letter goes to the following: (1) National board of directors (65); (2) bulletin editors (300 or 400); (3) publicity chairmen of 1,700 clubs, whose duty it is to localize material through the press and other community avenues; (4) women radio commentators (300). (A sample of the news letter is also being sent.)

In the spring conventions will be held in every State in the Union at which national leaders will speak and disseminate important information.

A master file now being developed in this office will help us find readily women in this federation and also individuals in various occupations with special training and experience. Thus this federation is able to reach not only its own members but a wide distribution of other business and professional women with news as to where women may serve in the war effort.

(b) *Similar organizations.*—Other organizations of business and professional women who doubtless have means of getting news to their members are: (1) International Association of Altrusa; (2) Soroptomists; (3) Quota; (4) Pilot; (5) Zonta; (6) American Association of University Women.

(c) *Professional organizations.*—Trained women in many fields may be reached through national and local professional groups, e. g., American Nurses Association; American Dietetics Association; American Dental Hygienists' Association; American Medical Women's Association; National Education Association; American Association of Social Workers; American Association for Health, Physical Education, and Recreation (a department of the National Education Association); Society for the Advancement of Management.

(d) *Trade associations and labor unions.*—National Restaurant Association, National Retail Drygoods Association, American Management Association, National Textile Association. Such organizations have ways of reaching employed women.

(e) *Civil Service Professional Register.*

### *Utilization of highest skills.*

This federation feels very keenly that women should be employed at levels to utilize their highest skills.

### *Demand.*

The chief difficulty we find at this time is in knowing where the demand is coming for trained women at the business and professional level. It is important that some way be found to inform women of the work they will be called

upon to do. We need to know more about the specifications for these jobs, particularly as to education, training, and personality requirements. We need to know whether some skills now being used in one occupation can be transferred to another occupation. We do not know where to turn for detailed information at these points. Will it come through the new War Production Board, through the Department of Labor, the Bureau of Labor Statistics, or from the United States Civil Employment Service, the Job Analysis and Information Section Division of Standards and Research, or will it come from the individual employers?

This lack of specific information on demand is a great handicap in employment and also in preparation and training for greater service.

It is important that demand be reported in terms which will be universally understood, e. g., The Dictionary of Occupational Titles may be used for classification divisions.

#### *Preparation and training for greater service.*

Women are eager and willing to take additional training to prepare them to give the greatest possible service. As far as is possible an effort should be made to direct people to appropriate courses—those for which they have aptitude. There is need for more refresher and short-term courses for women, and they should be prepared through upgrading to take new responsibilities. We know that many new courses are available through technical and vocational schools and high schools in cooperation with the United States Office of Education, but our clubs and this federation cannot make sensible demands for new training until they know where the demands will come.

#### *Placement.*

This federation has been interested in the development of the United States Employment Service and has asked the clubs to cooperate with the Service locally, notifying it of opportunities and turning to it for employment. Some effort must be made, however, to see that a greater number of commercial and professional jobs are made available through these offices.

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## EXHIBIT 25.—NATIONAL FEDERATION OF SETTLEMENTS, INC., NEW YORK, N. Y.

REPORT BY LILLIE M. PEEK, SECRETARY

The National Federation of Settlements represents a membership of 155 settlements located in 55 cities and 23 States and Washington, D. C., and is a center of information about settlements and neighborhood work.

Working in industrial neighborhoods among people of the lowest income groups, settlement workers have the chance to feel the currents of neighborhood life and changes in industrial conditions as they affect their neighbors. All have reported increase in employment until very recently. The recreation programs normally conducted by settlements have continued. Some houses have changed the hours during which the building is available to accommodate workers on late and early shifts. Longer hours and heavy work have made it necessary to change the nature of the program. One house located near a concentration of defense industry has equipped an entire new section for recreation of defense workers and is available at odd hours as necessitated by changing shifts.

One problem reported is the increasing need for supervision of children whose mothers are working either in defense or in household or other employment which is incidental to defense industries. This need covers day care for small children as well as noon lunch and after-school care for the older child. This problem is especially acute in Hartford, Conn., and in Washington, D. C., in the Negro areas.

The settlements are cooperating with local defense councils in organizing their neighborhoods both for defense and for citizenship participation. Local defense councils, service units, courses for members, sale of defense bonds, collection of salvage, are among the many ways in which they have helped to organize. Since the participation of all their neighbors in the national effort is essential, settlement workers are serving as volunteers in local and national organizations in addition to carrying on their regular services in recreation, education, and morale building and citizenship.

The National Federation of Settlements has represented the settlements on national committees, and serves as a connecting link between the Federal and local agencies for defense and war effort, distributing printed material, and advising in regard to participation. Our principal interests are in the fields of consumer protection and education, civilian defense and participation, health, housing, education, and recreation.

There are many problems of lack of coordination in all phases of the national effort which will be resolved as the need and experience advance. These difficulties are reflected in the neighborhood. As neighborhood workers, settlement people feel that organization should be built up in small units from the local level and on that basis everyone should be given the chance to share and be recognized as taking part in the national service.

*Settlements' part in defense as reported to National Federation of Settlements, Inc.*

*Organization.*—Meetings of representatives of settlements with representatives of police, fire, public safety, health, and social services to discuss exact responsibility to be assumed by settlements. Organization of house along lines laid down by authorities for fire, air raid, explosions.

Certain houses have been designated as official air raid shelters and first-aid centers; provision of space for air raid offices; organization of air raid and fire wardens in neighborhoods. Staff members appointed air raid wardens, fire wardens.

Posting of definite directions, issuing of printed directions to all leaders; providing necessary supplies for own building; demonstrating use of supplies; talk with all groups regarding precautions.

Neighborhood volunteers organized as a reasonable group for emergency services.

Sale of defense bonds and stamps by:

House: Original grant of cash by board.

Credit union:

(a) Investment of own funds.

(b) Sale of stamps and bonds to members of credit union.

(c) In charge of sale to house members.

Investment of club funds in bonds.

Talks by officials in clubs and general meetings.

Display of posters.

Neighborhood defense councils organized.

*Courses.*—Home nursing, first aid, nutrition, in cooperation with Department of Health.

Knitting, surgical dressings, Red Cross sewing.

Consumers' education. Note.—80 houses have registered 229 groups to work on the price study conducted by the national federation. Lesson guides on meat and eggs have been distributed and more will follow. The study is proving an excellent means of education in buying.

*Efforts at rent and price control.*—Cooperation with Fair Rent Commission and efforts to have such appointed. Attendance at milk hearings to prevent price rise.

*Aliens.*—Posting of Attorney General Biddle's proclamation.

Establishment of one person responsible to give information, to act as consultant to aliens, and to steady and reassure others.

Discussion of attitudes toward enemy aliens in an effort to create understanding of the alien and of government action.

*Race discrimination.*—Efforts to help minority groups secure employment and just consideration. One house has repeatedly recommended qualified Negroes for local defense industry which has appealed for workers. Failure to accept has been reported to the Office of Production Management.

## EXHIBIT 26.—NATIONAL JEWISH WELFARE BOARD, NEW YORK, N. Y.

REPORT BY FRANK L. WEIL, PRESIDENT

The Jewish Welfare Board was established in April of 1917 as the representative national Jewish organization to provide welfare and religious activities for the soldiers, sailors, and marines of Jewish faith during the World War. This program it has continued throughout peacetime. In addition it has been serving veterans at hospitals and young men in the Civilian Conservation Corps camps.

Since 1921, the Jewish Welfare Board has also been the parent body for 325 Jewish Community Centers, Young Men's Hebrew Associations, and similar

organizations in the United States and Canada. It serves these organizations through field personnel and through a number of departments maintained at the national office in relation to various aspects of program, policies, and management. These centers have a membership of over 400,000 young people, adults, and children.

The Jewish Welfare Board is a member of the United Service Organizations for National Defense (U. S. O.). In connection with this program and Jewish Center program, the Jewish Welfare Board is active in 328 communities in the United States. Thirty-four of the leading national Jewish organizations of the country, many of which have a large number of local affiliates, are officially identified with the Jewish Welfare Board in its United Service Organizations program.

The Jewish Welfare Board is governed by an executive committee, the majority of the members of which are elected by its constituent societies. The latter are organized into seven regional organizations. The legislative body of the Jewish Welfare Board is its national council, consisting of officially designated representatives of each of the constituent societies and the 34 national affiliated bodies, together with some members at large.

In connection with its Army and Navy work, the activities are under the supervision of a national Army and Navy committee, representatives of the national affiliated bodies, and of nine corps area regional committees.

As a member of the United Service Organizations, the Jewish Welfare Board has combined with the other five member organizations (Young Men's Christian Association, Young Women's Christian Association, Salvation Army, National Catholic Community Service, and National Travelers' Aid Society) in providing personnel, facilities, and programs in many communities adjacent to military camps and defense industries. At the present time there are 122 full-time professional workers, and a number of workers on part time and volunteers, of the Jewish Welfare Board engaged in United Service Organizations activities. The Jewish Welfare Board operates in 67 United Service Organizations clubs. In addition a large number of the Jewish Community Centers affiliated with the Jewish Welfare Board are cooperating in the national program of the United Service Organizations by providing a variety of activities and services to the men in uniform and to workers in defense industries in their communities.

The Board is of course continuing its peacetime operations of clubs and programs in the Regular Army posts and naval stations in continental United States and in the Canal Zone and Hawaii. We have also had a worker in Manila throughout peacetime and during the present emergency.

Approximately 60 percent of our authorized personnel in the United Service Organizations program have already been assigned. Others are being recruited and trained as rapidly as possible so that they may be assigned to the defense areas where the service is needed. As the military program and the defense plants, arsenals, and factories are increased in size and number, it is expected that the Jewish Welfare Board in common with the other United Service Organizations agencies will provide the necessary personnel and activities. At the present time also the Jewish Welfare Board is recruiting from among its experienced workers a select group to serve outside of continental United States under the direction of the United Service Organizations.

The program of the United Service Organizations depends very largely upon voluntary cooperation of individuals in the communities in defense areas. A strong effort has been made and is being made to enlist such cooperation and participation of local citizens groups and churches and institutions, not only from the point of view of aiding in the service to the men in uniform and defense workers, but also in order to promote the morale of the civilian community. As a further step in the same direction, the Jewish Welfare Board has recently formed a war efforts service department for the purpose of advising, guiding, and stimulating the maximum of participation in the war effort by civilian groups in the communities in which we have constituent societies and other affiliates. These activities relate to all the forms of civilian defense sponsored by the Government agencies and various approved fund-raising campaigns of such organizations as the Red Cross.

In the twofold aspect of its work, in serving civilian communities through community centers and men in uniform in United Service Organizations programs, the Jewish Welfare Board aims at the same objectives—the building and sustaining of high morale and maximum effort in the winning of the war.

Sincerely yours,

FRANK L. WEIL, *President.*

## EXHIBIT 27.—NATIONAL LAWYERS GUILD, WASHINGTON, D. C.

REPORT BY MARTIN POPPER, NATIONAL EXECUTIVE SECRETARY

I am pleased to submit to your committee a statement of the activities of the National Lawyers Guild for the purpose of assisting the Nation's war effort. At the same time I desire to take this opportunity of congratulating you and the committee on the splendid contribution it is making toward increasing the efficiency of the defense program and developing the fullest participation of the entire population in the productive efforts necessitated by the war.

Immediately upon knowledge of the unprovoked aggression by the Axis, the officers of the National Lawyers Guild notified the President of the full support of this organization of its thousands of members in the successful prosecution of the war. The keystone of our policy is the determination that every member of the Bar in the United States must participate in the creation and administration of the gigantic and integrated apparatus—military, economic, social and civil—necessary to carry on the war. It is the task of the organized bar, through all existing bar associations, to mobilize and coordinate this full participation.

The National Lawyers Guild is therefore leaving no stone unturned to develop joint bar association activities nationally and locally. The unity of purpose of the organized bar is manifest in the sympathetic response of the American Bar Association to proposals for collaboration in the national defense. It is expected that a meeting of the committees on national defense of the American Bar Association and the National Lawyers Guild will take place in the very near future.

We have made the following suggestions for joint activity to the American Bar Association as a basis for further discussion and amplification:

1. A joint study of the administration of civilian defense for the purpose of determining how bar associations can assist the Office of Civilian Defense in carrying out their program. The program of the Office of Civilian Defense encompasses all matters pertaining to national morale, social welfare, health and so forth. The bar could contribute to this program by organizing speakers bureaus to inform the public with respect to civilian defense. Legal advice and services similar to those rendered by the American Bar Association to persons affected by the Selective Service Act might be extended to include the civilian defense agencies. As a result of drastic changes in our economy, due to the emergency (priorities unemployment, etc.), many persons will need legal assistance who do not possess the means to obtain it. It will contribute to national morale if the bar renders such service.

2. Joint efforts to equip the bar and place it at the public service, for the purpose of informing the public as to its rights and obligations under various laws affecting national defense and the agencies charged with their administration; to issue literature thereon, and to establish a Nation-wide speakers bureau which will bring this information directly to the public.

3. Joint continuous study of the Selective Service Act to determine how the act and its administration can be improved by amendment or revised procedures. Extension of the splendid services now being rendered by the American Bar Association in the field of legal assistance to selective service registrants and their dependents by involving even larger groups of attorneys throughout the country.

4. Joint and continuous study of the existing emergency defense legislation and administration with a view toward recommending amendments to improve such legislation and formulating proposals to improve the administration thereof.

5. Joint continuous study to determine how the bar can render assistance to the President's Committee on Fair Employment Practices. This suggestion was made recently by Earl Dickerson, member of that committee.

6. Formation of a joint committee on national defense comprised of representatives of the various national associations of lawyers to coordinate the work contemplated and serve as a clearing house of information. The very existence of such a committee would prove a stimulus to the entire bar and would result in gaining the enthusiastic participation of the greatest number of competent attorneys.

These proposals for joint activity have also been made by the chapters of the National Lawyers Guild to the local bar associations in their respective communities and, in several instances, plans are already under way for carrying them into execution. Of course, the committees and members of the Guild are continuously carrying on the very activities which we hope will become enlarged when joint bar association activity becomes a fact. Thus our own members are everywhere rendering legal assistance through existing legal aid societies, guild neighborhood

law offices, and otherwise, to selective service registrants and their dependents, the Office of Civilian Defense, and other defense agencies. They have formed speakers bureaus for the Defense Savings Bond Administration. They have registered as blood donors. They are acting as air-raid wardens and in other protective capacities. They are performing many administrative tasks for the Office of Civilian Defense. We have submitted a plan to one of the regional directors of the Office of Price Administration for voluntary legal assistance for consumers and tenants whose rights may be violated under the pending price- and rent-control legislation. In other words, we are devising every conceivable method for utilizing the training and talent of lawyers so that they may participate in the manner best calculated to assist the total effort.

We are convinced that these services can be most effectively rendered in direct contact and collaboration with the official Government agencies charged with the responsibility of directing the various phases of the war. These agencies are in a position to give tremendous impetus to the programs voluntarily initiated by cooperating organizations and can create greater efficiency by serving in a coordinating capacity. Therefore we have submitted memoranda to several defense agencies informing them of our activities and urging them to create representative lawyers' divisions which would have the function of developing participation of the entire bar in these programs.

Thus far this statement has stressed those activities which involve the direct participation by the individual lawyer in the programs of the defense agencies. It should be made clear, however, that the war has intensified our work as a bar association in the fields of administrative law, social legislation, taxation, labor law, civil rights, professional problems, etc. Improving the administrative machinery; determining adequate and proper sources of revenue to carry on the war; preventing inflation; methods of achieving maximum production through industry-labor-government cooperation; maintenance of civil rights and avoidance of racial discrimination to assure national unity and the full participation of every section of the population in the war effort—these and other vital problems have their legal and legislative aspects and demand our expert attention. Even more than in the past, our reports, conferences, briefs, and legislative statements are of great value to the Government and the people.

As specific examples of the work of our committees in these fields, it should be pointed out that our national and local civil rights committees are cooperating with the President's Committee on Fair Employment Practices by providing legal and legislative material to strengthen the prestige and authority of this agency. These committees are constantly evaluating proposed legislation in the National Congress as well as State and local legislatures for the purpose of rallying public sentiment and support of measures which enhance the national morale, and in opposition to legislation which violates those basic democratic rights which are the greatest source of our national strength. This test is similarly applied in appearing as a friend of the court in important cases involving constitutional rights.

Our national committee on social legislation has concentrated during the past 6 months on conducting an educational campaign in support of adequate price and rent control legislation. The committee correctly determined that inflationary price rises and increase in the cost of living are threatening to undermine our defense efforts. Therefore it wrote and distributed an explanatory pamphlet on the subject which reached tens of thousands of people as well as every Member of Congress. It has been acknowledged by authorities as one of the most effective pieces of literature on this subject. The committee on social legislation is presently giving attention to the whole problem of expenditures for social welfare, adequate housing, and health, as an indispensable part of the war effort, as distinguished from the principle enunciated by some that these are so-called nondefense matters which should be sharply curtailed.

The committee on taxation has issued two publications within the last 6 months, reviewing the existing tax structure with a view toward determining those sources of revenue which can most effectively be reached for obtaining the necessary funds to prosecute the war. Another pamphlet will soon be issued by the committee analyzing the proposals of the tax bill soon to be introduced.

The committee on labor law has for some time concerned itself with methods which will assure maximum and uninterrupted production of materials necessary to carry on the war. In October 1941 it submitted a report, which was adopted by the national executive board of this organization, which report clearly pointed out the most serious shortcomings more recently indicated in the investigations

conducted by the Tolson committee and the Truman committee. The report concluded that, in order to achieve maximum production, labor must be given an integral part in the planning and administration of the defense program.

We have become acutely aware of the fact that too little is known by the public as to the functions of the necessarily increasing number of administrative agencies and their relationship one to the other. The committee on labor law, therefore, is preparing for distribution a series of brochures which will explain the nature of each of these agencies and the rights and obligations which they have created. We believe this will render a great public service, for it will make possible the widest public participation in the actual administration of the defense program.

As a bar association we are, of course, continually concerned with the professional problems of the bar itself. Our committee on civil service has for some time advocated the extension of the merit system for lawyers in the public service, and we are proud that some of the basic features of this reform have been established by the creation of the new Federal agency known as the Board of Legal Examiners. A career system for Government attorneys assures a more efficient functioning of the important administrative agencies engaged in defense tasks.

The above merely outlines in highlights some of the activities of this organization. A limited statement of this kind cannot go into the great detail which would be necessary in order to give a full picture of the projects of the national organization and of the many autonomous chapters throughout the country. Nevertheless, it should serve as an adequate indication of the efforts which we are making to direct all our activities in a manner best calculated to assist the Government.

In a democracy the successful transformation from peacetime pursuits to the exigencies of war is dependent upon the clarity and initiative of the citizenry itself. How effectively, speedily, and democratically the task of mobilizing the people will be done by Federal, State, and local agencies, will be determined by the conscious initiative of the people themselves. It is the duty of the National Lawyers Guild, as an organized sector of the bar, to develop and utilize that conscious initiative among the lawyers of the Nation.

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## EXHIBIT 28.—NATIONAL SOCIAL WORK COUNCIL, NEW YORK, N. Y.

REPORT BY DAVID H. HOLBROOK, SECRETARY

Since its beginning in 1920 the National Social Work Council has been a conference body of national social work agencies, associated for the purpose of exchanging information and studying common problems. Twenty-nine leading national social work and health organizations now send two delegates each to participate in monthly and special meetings of the council and in other special conferences and activities related to its educational purpose. Close working relationships with similar councils in 3 major divisions of the whole social work field make up a total group of about 50 national organizations that are working together toward a better understanding of each others' problems and objectives.

### *An educational method.*

The National Social Work Council is primarily a volunteer enterprise, having no power to commit any national social work society to any course of action. It assumes no executive responsibility beyond the managing of its own business. It has not engaged in developing projects within its own structure or under its own administration. It has not conceived it to be a function of the council to arrive at decisions. It has sought rather, through the methods of study, consultation and conference, to be helpful to its members and others in facing their own decisions in the work of their respective official positions.

The council does employ one person as its secretary.

Stated more positively, the effort within the National Social Work Council has been (1) to provide a medium for the self-education of its members; (2) to stimulate existing functional organizations to undertake specific projects when discussion had reached a point where definite administrative action was required; (3) to encourage and aid groups of national organizations particularly concerned over a common problem to work together effectively for its solution; (4) to bring together individuals and groups for close definitive study on long discussed problems of relationships; (5) to act as a liaison from the national social work field to other groups interested in human betterment; and (6) to aid national



social work organizations as a group in making their largest possible contribution to the whole field of social work.

The council's appointment of a national committee on the care of transient and homeless in 1932 is an illustration of the third method mentioned above. None of the council's other projects has been as satisfying to the members as they have watched the progress of public concern and official action in this matter, now happily focussed under the leadership of the House of Representatives Committee on National Defense Migration. The council's usefulness lay in its being available in the early stages of discussion and planning by many groups and individuals. Its active participation in this role ceased long ago.

*Modification and expansion due to defense problems.*

Any preoccupation of the council with the more normal problems affecting national social work agencies was abruptly terminated in September 1940 by the passage of the Selective Service Act. In an enclosed document supplementary to this statement, entitled "Resume of Council Activities in Connection with the National Defense Program, September 14, 1940, to January 18, 1941" (exhibit A) there appears an account of the new and sharp concentration of council attention on defense matters to the temporary exclusion of other important unfinished work. In brief, 2 months time was at once devoted to the preparation, consideration and publication of a brief memorandum entitled, "Health and Welfare Services in the National Defense."<sup>1</sup>

This was an over-all view (as of December 1940) of the range of welfare and health problems which had been accentuated or precipitated by the national defense program. Its analysis of problems reflects in large measure the collective thinking at that time of the several groups, referred to above, which are associated with the National Social Work Council: namely, the National Education-Recreation Council, the National Health Council, and the Social Case Work Council of National Agencies. The composition of these groups is as follows. Overlapping memberships with the National Social Work Council is shown by underlining.

NATIONAL SOCIAL WORK COUNCIL

American Association for Labor Legislation.	National Child Labor Committee.
American Country Life Association.	National Committee for Mental Hygiene.
American Public Welfare Association.	National Conference of Catholic Charities.
American Red Cross.	National Consumer's League.
American Social Hygiene Association.	National Council, Young Men's Christian Association.
Boy Scouts of America.	National Federation of Settlements.
Boy's Clubs of America.	National Organization for Public Health Nursing.
Camp Fire Girls.	National Probation Association.
Child Welfare League of America.	National Recreation Association.
Community Chests & Councils, Inc.	National Society for Prevention of Blindness.
Council of Jewish Federation and Welfare Funds.	National Travelers Aid Association.
Family Welfare Association of America.	National Tuberculosis Association.
Girl Scouts, Inc.	Social Work Publicity Council.
Jewish Welfare Board.	
National Association of Legal Aid Organizations.	
National Board, Young Women's Christian Association.	

NATIONAL EDUCATION-RECREATION COUNCIL

American Association for Adult Education.	Knights of Columbus.
American Association of Museums.	National Board, Young Women's Christian Association.
American Country Life Association.	National Conference of Catholic Charities.
American Federation of Arts.	National Council, Young Men's Christian Association.
American Library Association.	National Education Association.
Boy Scouts of America.	National Federation of Settlements.
Boy's Clubs of America.	National Recreation Association.
Camp Fire Girls.	4-H Clubs.
Federal Council of Churches.	
Girl Scouts, Inc.	
Jewish Welfare Board.	

<sup>1</sup> Held in committee files.

## NATIONAL HEALTH COUNCIL

American Heart Association.	Maternity Center Association.
American Nurses Association (Associated).	National Committee of Health Council Executives.
American Public Health Association.	National Committee for Mental Hygiene.
American Red Cross.	National Organization for Public Health Nursing.
American Social Hygiene Association.	National Society for Prevention of Blindness.
American Society for Control of Cancer.	National Tuberculosis Association.
American Society for Hard of Hearing.	
Conference of State and Provincial Health Authority.	
Foundation for Positive Health (Associated).	

## SOCIAL CASE WORK COUNCIL OF NATIONAL AGENCIES

American Association of Medical Social Workers.	National Council Church Mission of Help.
American Red Cross.	National Institute of Immigrant Welfare.
Child Welfare League of America.	National Probation Association.
Family Welfare Association of America.	National Travelers' Aid Association.
International Migration Service.	
National Association of Day Nurseries.	

Preliminary discussions within and between these groups, memoranda summarizing these discussions and council meetings to consider the final manuscript preceded publication of the leaflet. These included, for example, an extended consideration of problems relating to social case work, recreation and health services needed in connection with the training camps then being rapidly set up. (Subsequently the United Service Organizations was organized independently by six national agencies, four of whom were members of the National Social Work Council.)

For the first time in the history of social work a substantial number of national organizations had succeeded in interpreting simply, briefly, and with one voice the nature and scope of a broad social problem through the medium of this memorandum jointly sponsored by 29 national agencies through their National Social Work Council. Therein lies one distinct expansion of council activities due to problems arising from national defense activity.

Another expansion, noted on pages 4 to 6 of the résumé (exhibit A), was the organized joint cooperation with the Federal Government on invitation by the Honorable Paul V. McNutt, as coordinator of all health, medical, welfare, nutrition, recreation, and other related fields affecting the national defense. Three committees chosen from the broad functional fields served by the councils above mentioned, were appointed by the National Social Work Council to confer in Washington with Mr. McNutt during the early formative days of the Federal program for defense in matters affecting health and welfare.

A few weeks later the Assistant Administrator, Mr. Wayne Coy, met with the council to discuss the rapidly developing Federal program. From time to time during the year the council has been kept informed by its officers and by those of its members who are serving on Federal advisory committees or in other consultative relations with Government officials. This close interrelation between the national voluntary agencies and Federal officials has now become a continuing factor and is a direct result of the present emergency. Of course, there have long been direct contacts between individual national organizations and the Federal Government, though of varying significance in the several fields.

Other council activities during the year have been consideration of the following subjects:

- If total participation is the only way to bring about total unity in a total defense, what is involved for national social work organizations?
- What is happening in communities, with special reference to national defense interest, both military and industrial?
- How can the larger city gain momentum in planning to meet its health and welfare needs that are created or revealed by national defense activities?
- What are the present significances, and are there any signposts along the road to the months ahead that are important for us to see out of the experience of the past year?
- Governmental organization for defense, health, and welfare in its structural aspects.
- Health, welfare, and defense (all-day conference).

*Recent conferences and a changed situation.*

Forty-eight hours before the attack on Pearl Harbor last December the members of the National Social Work Council, aided by a number of Federal and State Government officials and other invited guests, 79 in all, devoted an entire day to an informal discussion of defense, health, and welfare services.

Within a month the members of the council, like all other groups in the United States, were meeting to discuss the immediate effects of the declaration of war on their activities, the outlook for the future of their work, and the nature and extent of their responsibilities, individually and collectively.

The former conference was in the nature of a review of the defense situation in the health and welfare field. Analysis is now being made of the recorded discussion which was necessarily somewhat confidential to insure genuine participation. Memoranda dealing with specific aspects of the situation had been prepared by qualified authors and were circulated well in advance of the meeting. Discussion throughout the day, however, ranged over all the memoranda, under the leadership of the chairman of the several functional councils mentioned above.

The specific topics on which memoranda had been prepared were as follows:

Working relationships between selective service boards and local welfare agencies. Health problems revealed in the recruitment of men for military training and service.

Protection of the civil rights and equities of men entering military service.

Provision of case work and relief services to the families of service men.

Provision of recreational, cultural, and related morale facilities for service men in and near military posts.

Mental hygiene aspects of national defense.

Social hygiene aspects of national defense.

The problem of tuberculosis in military and civilian defense.

Impact of defense on employment and the labor market.

Industrial relations and working conditions in defense industries.

Problems affecting the security of families and individuals in congested defense centers.

Coordination of community welfare services in relation to the total civilian defense program.

Role of the national private agency in defense, war, and peace.

In general the interest in the day's discussion came to a sharp focus on problems of coordination of community welfare services in relation to the total civilian defense program. Although limits of time prevented adequate discussion, the preliminary memorandum on this subject has since been published in the January Survey Midmonthly and will doubtless be widely discussed.

The significance of this all-day conference may best be seen in its relation to the council meeting held exactly 1 year earlier. What could only be high-lighted and forecast on December 6, 1940, had been translated into action by December 5, 1941. Where a 10-page leaflet sufficed a year ago, only a continuing series of reports within and without the council will provide the information necessary to appraise progress and determine policies. To this the council will be addressing itself within the limits of its resources, and subject to its other commitments on problems pertinent to the present national emergency.

*Problems that carry over from predefense days.*

Problems from more normal times continue to press on the National Social Work Council for consideration. Some must wait. Others are insistent because they are actually though indirectly related to defense matters. An illustration of the latter are certain questions of relationships between national social work organizations and community chests and community councils. The National Social Work Council is actively working on this problem during the current winter through a joint committee composed of members from both national agencies and community chests.

Other questions of relationships and concerns within the fields served by the national voluntary social work and health organizations will continue to claim the attention of the National Social Work Council as a part of its service during this national emergency.

EXHIBIT A.—RÉSUMÉ OF COUNCIL ACTIVITIES IN CONNECTION WITH THE NATIONAL DEFENSE PROGRAM, SEPTEMBER 14, 1940—JANUARY 18, 1941

On September 14, 1940, the program committee determined upon the following topic for discussion at the first fall meeting of the council, scheduled for October 4: "Is the present emergency affecting national social work? If so, how?" In the period since the council had last met (June 7, 1940) the national defense program, discussed by the President in a radio address on May 26 and in a message to Congress on May 31, had begun to assume a front-rank position in the minds of all of us. Throughout the summer a number of national agencies had become increasingly concerned over the problems which were facing them even then; individual executives had been keeping in touch with the situation in Washington and in the communities; and an informal group (not a council committee) under the chairmanship of Mr. John E. Manley had been meeting to discuss these problems and the trends which were becoming apparent. The Selective Training and Service Act of 1940 (approved September 16) had been under consideration for a number of weeks; and it was obvious that a mobilization of manpower and industrial capacity of the first magnitude was about to take place in American life.

At the October 4 meeting of the council, after extended discussion and exchange of information, it was suggested that the program committee plan another early meeting on the problems of organization of community services for military and industrial workers and that Mr. Manley's committee be asked to make a report to the council at that time as one item of the program. The program committee responded to this suggestion by calling a special meeting for October 15.

Announcement was also made on October 4 by Linton B. Swift of the decision to establish at once a council in the social case work field. The need for a closer cooperation in matters relating to national defense activities had brought to a head the plans for a social case work council of national agencies which had been under discussion for a number of years.

A SPECIAL MEETING

The notice announcing the October 15th meeting stated that "If in the discussion on Tuesday we could also get some picture of the activities and plans in other fields represented by organizations in the council, it should give us a clearer idea as to what might be possible in the way of developing a united approach to defense problems in the national social work field." This desideratum was attained to a considerable degree at the meeting of October 15. At the conclusion of the discussion the following motion was passed:

"That the three groups, namely the Education-Recreation Council, the National Health Council, and the family or social case work group as represented by Mr. Swift and others who have been in recent consultation, be requested to develop a plan of service and a statement of human needs in relation to the national defense emergency; that these three plans be pooled together through joint consultation; that there be a steering committee, which might be the program committee, that will act as a 'burr under the saddle' as well as a clearance point and a filler-in of gaps; that if possible, the steering committee secure secretarial or director service; and that all of this be done at as fast a tempo as other commitments permit."

Following this mandate, the program committee sought assistance from the Russell Sage Foundation and secured the loan of the services of Russell H. Kurtz of the Foundation staff for a 2-month period beginning November 7, 1940. Mr. Kurtz was provided with a desk at the council office and has given practically full time to the project. During this period he has worked with the officers of this council and with committees from the three councils named in the above motion, assisting in the crystallization of the statements there referred to. Each of the groups presented carefully prepared memoranda to the program committee of the council during November; and from these there was built a draft of a document entitled "Health and Welfare Services in the National Defense, a Memorandum Prepared by the National Social Work Council" which was sent to the council members for study early in December.

The council met on December 9 to consider this document. After full discussion it was voted—

"That the memorandum be dated as of today, December 9, 1940; that it be accepted subject to such editing as the chairman and Mr. Kurtz will make in the light of today's discussion, and as representing the thinking at this time and subject to elaboration; that it be distributed to all members of the council; and that the

officers of the council be authorized to use the memorandum as representing the sense of this group, including uses in publicity."

Following these instructions, the document was amended somewhat and, after final approval by the program committee on December 14, was printed and distributed to the members later in the month. Of 5,000 copies printed, nearly 3,000 have been distributed by the council and its members to date, with orders coming in daily. It is interesting to note that a number of councils of social agencies have ordered quantities for local use.

#### COOPERATION WITH THE FEDERAL ADMINISTRATOR

Meanwhile, throughout November and December, our chairman, Mr. Bondy, had been in consultation with Federal officials regarding the place of the four councils and their members in national welfare planning for defense. Early in December announcement had been made of the designation of Federal Security Administrator Paul V. McNutt as "coordinator of all health, medical, welfare, nutrition, recreation, and other related fields of activity affecting the national defense." Mr. Bondy received from Administrator McNutt, and transmitted to the council at its meeting on December 9, an expression of a desire "to confer directly with representatives of the three broad fields" served by the National Health Council, the National Education-Recreation Council, and the Social Case Work Council of National Agencies; and of a further wish to have this message presented at the National Social Work Council meeting of December 9. The council responded by voting that

"The chairman, in consultation with the chairmen of the National Health Council, the National Education-Recreation Council, and the Social Case Work Council of National Agencies, be authorized to designate, under the auspices of the National Social Work Council, three committees that will be regarded by Mr. McNutt as spokesmen for these three fields in discussions of health, recreation, and welfare services in the national defense."

The committees were designated, as ordered, and arrangements were immediately made for conferences, which were held in the Administrator's office, as follows:

Friday, December 13, from the National Health Council:

Dr. Kendall Emerson, National Tuberculosis Association.

Dr. William F. Snow, American Social Hygiene Association.

Dr. George S. Stevenson, National Committee for Mental Hygiene.

Monday, December 16, from the Social Case Work Council of National Agencies:

Linton B. Swift, Family Welfare Association of America.

Bertha McCall, National Travelers Aid Association.

Howard W. Hopkirk, Child Welfare League of America.

Don Smith, American Red Cross.

Tuesday, December 17, from the National Education-Recreation Council:

Lillie Peck, National Federation of Settlements.

Howard Braucher, National Recreation Association.

John E. Manley, national council, Young Men's Christian Association.

Jennie Flexner, American Library Association.

Mr. Bondy, chairman of the National Social Work Council, attended each of the above conferences. Mr. Wayne Coy and Miss Gay Shepperson were also present from the Administrator's staff.

On December 18 Mr. Bondy wrote to the council office: "There has developed a good spirit of mutual consultation and confidence. There is mutual recognition that the whole job will be done only with full participation of Government and private interests." Reports from other members of the various delegations have substantiated this evaluation of the three conferences.

On December 31 letters were addressed by the Administrator to a large number of agencies in our membership and others asking for the following specific information:

1. A summary and analysis of the problems in these fields already observed in connection with the work of the agency which appear to result from the withdrawal of men from civilian life for military training and the concentration of defense activity, both military and industrial, in specific areas.

2. A statement of the activities already undertaken or projected by the agency in connection with these problems, including, if possible, copies of any field reports or memoranda illustrative of such activities with respect to particular problems or localities.

3. A statement of gaps and inadequacies observed in the facilities, Federal, State, local, or private, now available to meet individual and community needs resulting from the defense program.

4. Tentative observations or suggestions as to the program which might be undertaken to develop a coordinated approach to these problems and the place of the agency in such a program.

5. A statement on agency organization, function, relationship to constituent units, and other pertinent information.

The selection of agencies so addressed was made by the Administrator and his staff. (A full list of members of the four councils had previously been furnished by this office.) While we are not informed as to the criteria used as the basis for this selection, it may be noted that the Administrator said in his letter:

"I am particularly desirous of learning at this time from those national agencies with constituent units actively carrying on welfare, health, or recreation programs related to defense needs as much as possible about the kind, location, and extent of the defense problems already observed in connection with their work and the steps they have been able to take in meeting them."

Elsewhere in the Administrator's letter to many of the agencies appeared this statement:

"This matter has already been discussed with committees from the National Social Work Council and the council has kindly agreed to cooperate with this office in the analysis of this material. I would therefore like to suggest that copies of the material sent to me in response to this request be sent also to the office of the National Social Work Council at 1790 Broadway, New York, N. Y."

#### OUR OWN IMMEDIATE TASK

In the 2 or more weeks which have elapsed since the receipt of this letter by our member agencies, several agencies have responded and have sent to this office copies of the material they have transmitted directly to the Administrator. The secretary and Mr. Kurtz have been in consultation with various members as to the best method to be followed in making the analyses requested.

Copies of material received at the council office before January 18 will, of course, have the benefit of Mr. Kurtz' study and suggestion.

In general, as we see our function now, we shall need to keep two purposes in mind: (1) To offer all possible help to the Administrator in collating and interpreting the material so that its usefulness to him will be at a maximum; and (2) to make available to our own members the conclusions arrived at by this process. We see the function as a continuing one, with the qualitative rather than the quantitative factor predominating.

Although the period of full-time staff service by Mr. Kurtz will expire January 18, he will continue to be closely associated with us. Following a field trip from his own office during January 23 to February 15, in which he will visit defense centers in six Southern States, he will give the council as much part-time service as his schedule will allow, chiefly in a volunteer or consultative capacity.

### EXHIBIT 29.—NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA, WASHINGTON, D. C.

REPORT BY ELIZABETH CHRISTMAN, SECRETARY-TREASURER

JANUARY 13, 1942.

A mass of questions have been raised by our members as to what our Government and we as an organization can do to help in preventing the creation of ghost towns and the setting up of boom towns with inadequate housing facilities and all that goes with bad housing. Along with wholly inadequate housing facilities for these migrant defense workers, we hear complaints of rent gouging which, we have been told, has been going on unchecked.

It seems to us that if defense orders can be spread more widely and with considered judgment, more existing plants in established communities might be utilized or quickly converted for war production so that workers can find jobs in their home towns.

We have taken the matter up with the Women's Bureau of the United States Department of Labor, urging that Bureau to conduct an inquiry, especially with respect to the housing conditions of women in defense industries, who have left their homes to help in the war effort.

We protest vigorously the building of defense plants without taking into consideration the important need of decent and adequate housing with reasonable rents for migrant workers, who are willing and eager to help in the total-war effort.

As a means of utilizing to the fullest the industrial experience of the millions of women we have suggested to the Division of Employment Security of the Social Security Board that the industrial women be registered and where necessary, be given opportunity for training and retraining for work in defense industries. We call attention that the wage-earning woman was no fiction in the winning of the first World War. She served her Nation's need by reason of her trade training and factory discipline. The plain facts of war production write the industrial women on the records as the "shock troops" that must be counted on to meet the onrush of demands for products of amazing range to feed, house and clothe those at home and to keep the fighting men supplied with essential war materials. It is well to remember that the united effort of American men and women working side by side in thousands of factories is necessary to win this war.

EXHIBIT 30.—UNITED AUTOMOBILE WORKERS OF AMERICA, AFFILIATED WITH CONGRESS OF INDUSTRIAL ORGANIZATIONS, LOCAL 76, OAKLAND, CALIF.

REPORT BY THOMAS SAWYER, CHAIRMAN, LEGISLATIVE COMMITTEE

*National health program.*

We believe that in order to achieve the maximum output of weapons for the defense of our country, the workers in industry, their families, etc., should enjoy the highest standards of health available. Under the present set-up this is impossible from an economic standpoint. We therefore submit the following plan:

1. A medical and surgical hospitalization plan whereby all members of a family will be given complete coverage—all technical equipment, medicines, dressings, home and office calls, ambulance service, hospital care, operations, etc., periodic health examinations to detect any impending illness and immediately prevent its further incursion.

2. This plan to be financed by pay-roll deductions similar to social security; one-fourth from employee, three-fourths by employer, and an amount by Government. As the employer, through speed-up methods and other deleterious practices, contributes most toward undermining the health of his employees, he should shoulder some part of the financial responsibility.

It is a recognized fact the time lost from illness is the greatest lost-time factor in industry. Also illness in the worker's family is the most damaging economic factor to the income. Therefore, workers, that is the one in the family who is unemployed because of illness, should receive unemployment checks while off, as that is when he needs it most. Ethical doctors will testify that a mind free from financial or other worries makes for speedy recovery.

Dr. Barbara Armstrong, of the University of California, submitted a plan to a recent session of the California Legislature that we believe to be the finest in existence. May we recommend that your committee secure copies from Dr. Armstrong for study? It was not adopted. When we say that the American Medical Association through their affiliate blocked it, I think you will understand what a fight we had. Nevertheless, the present system advocated by the American Medical Association has proven itself inefficient and useless.

*Cost of living and price control.*

Living costs unbearable to the worker is a primary cause for dissension, lowered morale, and the well-being of the populace. Our country is more than self-sufficient in foods and there is no qualified reason for the present terrible rise in prices. Being among the people I work with every day, I hear their discussion and comments on this matter. The majority of them are unable to have butter, eggs, and milk on their tables as often as they used to. Meat is another commodity that they are compelled to do with less of and they deeply resent having to cut down on these essential items. It is needless to say that these things are mainly necessary for the maintenance of health and stamina to furnish the energy vitally needed to meet the speed-up in production for the national defense.

We must have the price control and one with teeth in it so that it can be effective. Present prices must be adjusted downward to enable people to put the

foods back on their tables that they must now do without. As an example of how prices are here: Milk used to be 9 cents a quart, now 14 cents; salmon 12 cents a can, now 19 cents a can; eggs 25 cents a dozen, now 47 cents a dozen; butter 27 cents a pound, now 42 cents a pound; cheese 24 cents, now 35 cents; pork chops 25 cents, now 49 cents; other meat cuts have changed similarly. We can't get tuna at all in cans. Shortening has advanced as much as 12 cents a pound. Potatoes from 1½ cents a pound to 3½ cents a pound. These are a few of the examples.

#### *Labor relations.*

Employers must not be allowed to break down working conditions. The 40-hour week should be kept in effect until all unemployed are absorbed. Racial discriminations must be abolished. Overtime provisions must be kept in effect. The "do nothing" policy of the corporations must be stopped, as regards utilizing all plants on national defense, particularly, the workers are very disgusted on this point. They want to see the Murray plan and the Reuther plan put into immediate effect. They know these plans are sound and practical. Everyone is eager and willing to get to work on producing the weapons so badly needed to bring this war to a speedy and victorious conclusion so that the loss of life will be no greater than need be.

In conclusion, these are some of the things that will build morale and protect the general welfare. They are by no means all. There are others, but these are of first and foremost importance. If you desire others, we will be only too glad to cooperate with you and furnish you with our views.

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### EXHIBIT 31.—THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES, NEW YORK, N. Y.

REPORT BY J. EDWARD SPROUL, PROGRAM EXECUTIVE

1. The Plant Location Section of the Office of Production Management reported on October 15, 1941, lists of cities and towns that had been most largely affected by defense production.

Of the 21 large cities in the Office of Production Management's list of class I impacts, all have organized Young Men's Christian Associations. Of the 89 satellite cities in the same classification, 33 have Young Men's Christian Associations.

Of the 115 cities in the Office of Production Management's list of class II impacts, 92 have Young Men's Christian Associations.

Of the 101 communities in the Office of Production Management's list of class III impacts, only 18 have Young Men's Christian Associations.

2. The National Council of the Young Men's Christian Associations is aiding local Young Men's Christian Associations in the communities where they exist to adapt their services to the needs of young people, older boys, and younger adults as these needs become evident in these greatly changed communities. Cooperating with them in the supervisory and developmental task are area and State officers located throughout the country.

3. The characteristic program of a Young Men's Christian Association in these communities would be worked out cooperatively with other organizations and agencies, both tax-supported and privately sponsored. It would usually include: health and physical fitness activities; social recreation; education for citizenship through forums, discussion groups and classes; aid in finding places to live (especially for young men); community service and civilian defense activities; special group life for boys; individual guidance; etc. In large cities it also includes vocational training, often with Federal Government aid. (See *Soldiers in Overalls*, by E. C. Worman, Association Press, January 1942.) These activities, largely managed by the participants themselves, are occurring at all times of the day and night to fit local work schedules. Ordinarily participants pay some large or reasonable share of the costs of the activities provided.

4. The Young Men's Christian Association is managing special new services on behalf of the United Service Organizations for national defense (the U. S. O.) in 27 additional communities, mostly in the list of class III impacts referred to above. In 8 of these communities there will be United Service Organization clubs; in others the United Service Organization and the Young Men's Christian Association offer professional help in developing programs.



5. Of considerable consequence in setting directions for the efforts described above as well as for industrial development generally are the conferences on human relations in industry conducted annually by the National Council of the Young Men's Christian Associations at Silver Bay, N. Y., and at Blue Ridge, N. C. As one result of these, State and local conferences of a similar character occur annually at a score of other points across the country. Also of general significance is a National Council of Foremen's Clubs affiliated with the Young Men's Christian Association, federating the efforts of over 150 clubs of foremen organized as part of the Young Men's Christian Association's industrial service program.

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## EXHIBIT 32.—YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, NEW YORK, N. Y.

REPORT BY MYRA A. SMITH, EXECUTIVE, DEPARTMENT OF DATA AND TRENDS

DECEMBER 26, 1941.

The Young Women's Christian Associations are organized in 417 larger towns and cities of the United States, on 586 campuses, and in 31 districts which include several thousand small communities. Their work is with women and girls between 12 and 35 years of age, and their program provides a wide range of services to individuals and group work activities for business and professional, industrial, and home women and younger girls (the Girl Reserves).

The associations, since July 1940, have been taking part in the national defense effort through (1) cooperation with national and local agencies and (2) the strengthening and redirecting of their own program. The establishment of homes registration bureaus, volunteer offices and other developments of the Office for Civilian Defense, defense councils, consumer information centers, etc., have all had the active support, first on the national and later on the local level, from Young Women's Christian Associations. The national office has usually secured and dispensed the necessary information, and the local units have cooperated, in some instances where their association experience has been most helpful, taking the initiative in their communities. This has been particularly true in communities where the association from its own rooms registry experience could play a part in homes registration or from its long work with volunteers could help direct their recruiting and training for defense purposes. At present, a similar movement stemming from national cooperation is beginning with the Youth Section of the Office of Civilian Defense.

The protective aspects of defense preparation and particularly the work of the American Red Cross have been furthered in many communities by association sponsorship and classes in association buildings. The whole program of the Consumer Division is so close to the associations' regular program as to be easily incorporated in club and class sessions. Nutrition and keep fit classes are particularly popular.

Still a third aspect of defense preparation, morale-building for men in military services and defense industry workers, has been represented in association life by a new form of national and local cooperation—the United Service Organizations. While this cooperative venture will doubtless be reported as a whole, it is important here to point out that the Young Women's Christian Association is part of it, and is helping to discharge its responsibilities through it. It may be well, too, to note that in 64 communities there is both an organized Young Women's Christian Association and a unit of the United Service Organizations with Young Women's Christian Association personnel, working closely together.

The regular program of the Young Women's Christian Associations is being redirected and sharpened to meet the objectives of defense; and furnishes in the opinion of its leaders a better service to the country by so doing than by any major changes in program. The reason is immediately obvious when one realizes that its aim in normal times is to meet the needs of girls and women. A service so comprehensive in scope and elastic in specific application can hardly fail to be serviceable if it can live up to its objectives.

The associations reporting their local experience indicate some shifts in constituency due to the defense situation. More young industrial and business women, fewer household employees, are coming to take part in program. A particularly noteworthy increase in young home women is registered and it is clear that these are for the most part wives of men in service or defense workers

who have suddenly found themselves in new communities without friends or resources for the use of their leisure time. Newcomers clubs are flourishing and it is interesting to see how quickly some of these young housewives change their status from that of those served to volunteers in helping direct activities. Young men, normally part of coeducational and recreational activities, are much more numerous, and take part in all kinds of program, from dances, at homes, informal social events, to serious discussion and study groups.

Schedules have seen major changes. Buildings are open and humming with life on Saturday evenings and Sundays. A great effort is being made to develop morning and afternoon activities for women workers on evening and night shifts, but not always with full measure of success because the women themselves have not yet been able to adjust their lives to their irregular schedules.

The facilities of the associations—swimming pools, showers, residences—are in great demand in defense centers. In some instances, swimming pools and showers have been put at the disposal of men in uniform over the week end.

Services to individuals, ranging from the one-interview counseling service to case-work treatment and referral, have had a larger place in the total program than at any time in the last 10 years. All the problems of wives and girl friends are likely to come to the Young Women's Christian Association. Girls who are trying to decide whether or not to marry now, wives who face economic and emotional stresses because their husbands have left for military service, school girls who want to give up school for a defense job, young business women who are employed but are hopeful of better openings in other cities come to the association for a listening ear, for information, for advice and direction. Some associations have had to increase staff to provide more trained advisers; and quite often the community through the community chest or another central agency has asked for and financed the service.

But the greatest service which, in its own judgment, the Young Women's Christian Association can render is through the activities which help to develop sound judgment and an informed public opinion. The association's constituency is truly a cross section of American life. Negroes—more than 50,000 of them—Orientals, Indians, and representatives of all the major racial and nationality stocks are active participants in program. The young and the old, the girls from families on relief and the so-called women of leisure with large incomes, those who represent the extremes of educational opportunity meet and discuss the common problems of contemporary life. A public affairs program centering attention on economic, international, and interracial problems is the most popular of all programs and through discussion and study helps to bring all groups into understanding of each other. The main drive of the association is toward unity, not impressed by force from above but developed by genuine knowledge and sympathy among its constituents.

The religious purpose of the association underlies this effort and finds its best expression in it. It helps to supply the individual girl and woman with sources of strength and courage for difficult days ahead and to cultivate in all a sense of social responsibility for each other and society at large. It has been the motive power for the aid which the Young Women's Christian Associations of the United States have given over the years to new and developing national movements in other countries, and which makes it easy for Young Women's Christian Association members to realize that defense must be not for the United States alone but for all free people.

JANUARY 21, 1942.

In addition to the above statement, I should like to add a note about several aspects of community life that seem to call more urgently than others for extended facilities.

1. The housing of single women in areas adjacent to military or industrial centers is far from satisfactory, either in quantity or quality. Where new buildings have been put up, they frequently make inadequate provision for closet room, toilet facilities, home-laundry opportunities. Often meals are not served under the same roof and, as a result, the tenants frequently have to go far afield three times a day, particularly if the building is in an area of low-grade restaurants. This factor has sometimes become a serious enough problem to lead girls to throw up their jobs and go home.

Where rooms must be secured in boarding houses or in private homes, there is equal chance that the accommodations may not meet proper standards or that the price is exorbitant. The fact that girls and women fairly universally consider a room a home, and wish to spend some of their leisure time in it, makes the un-

attractiveness and inadequacy of some of these living quarters a major factor in disturbing their morale.

2. In many communities where social agencies do not exist or are not strong enough to handle a wide range of new problems, the increasing employment of young mothers has raised a serious need of day nurseries, nursery schools, and the like. In some instances, the need has been so acute that the Young Women's Christian Association has taken the initiative in trying to meet it, but since as an organization it has neither the trained personnel nor experience in this field, such arrangements should be temporary.

3. The recreation and leisure-time activities of Negro young men and women continue to suffer from lack of resources. Because the Young Women's Christian Association has many thousands of Negroes in its constituency it is peculiarly sensitive to the handicaps under which this racial group lives and works. Reports from local associations indicate the plight of Negro boys at Army posts in areas where there are very limited commercial or public facilities for recreation, and in other situations where there are no Negro young women with whom they may share corecreation and coeducation activities. In several instances, Young Women's Christian Association branches for Negro work are trying to serve these young men because no other agency seems to be available to do so.

4. The special problems of adolescent girls in these days have many facets, but one worthy of particular note is personal and vocational counseling. In community after community, according to our reports, girls between 12 and 18 are working too long hours out of school or are leaving school to go to work without being under economic pressure to do so. They are often sought as companions by men in military service much older than they, and often are asking to be included in recreation programs with these men. They need advice from those who are competent to give it, either in connection with the school system or through the service of private agencies.

5. The industrial women who are being drawn into defense industry with increasing rapidity represent a group central to the Young Women's Christian Association program since its earliest days and of special concern to it now. By reason of the concentrations of defense workers, these women are often seriously disadvantaged in securing the minimum essentials of health and normal living. They are overfatigued to the degree that they need carefully planned recreation and relaxation. They are frequently in communities to which they are strangers and are dependent on organized community effort to make them feel at home. They need counseling and advice on practical problems of living and on the deep concerns of their individual lives. And much of what can be truly said of industrial women, applies with equal validity at this time to office workers.

Our national public-affairs committee is writing you to request your committee to investigate the problems and opportunities for women workers, clerical, professional and industrial, in defense industries and the extent of defense migration among women workers. Such information, now lacking, is essential to our planning of program to meet the needs of this group.

In all of these areas of work, the Young Women's Christian Associations stand ready to make their contribution and work in a coordinated way with other youth-serving agencies. Please call upon us again if there is any way in which we can be of assistance.

Mr. THOMAS. I should like to submit as an exhibit for the committee record a reprint of a paper entitled "Settlement and Social Welfare in New York State," prepared by Mr. Glenn E. Jackson, director of public assistance, New York State Department of Social Welfare.

### EXHIBIT 33.—SETTLEMENT AND SOCIAL WELFARE IN NEW YORK STATE: A STUDY

REPORT BY GLENN E. JACKSON, DIRECTOR OF PUBLIC ASSISTANCE, NEW YORK STATE DEPARTMENT OF SOCIAL WELFARE

Any comprehensive study of the workings of our settlement laws in the light of present conditions is important and timely. Such a study, now being made by New York State's Department of Social Welfare, is fortunately timed with the

socially significant developments in our national economic and social scene. The study provides important data which may be capitalized nationally as we renew the question: What should be done with these settlement laws of ours?

New York State provides a relatively favorable setting for such a study. Four years ago this State rounded out its welfare program by making full legal provision for all types of needy persons, irrespective of any residence or settlement tests. While the settlement laws were retained and remained operative, provision was made for the needs of the settled and the nonsettled alike. Therefore, no effective restrictive device, either in border police or in law, prevented the normal flow of people across town, county, or State lines. We are able, therefore, to examine the results of 4 years' experience in granting relatively adequate relief to all needy persons who resided or elected to reside in this State.

The study has centered its investigations around the questions the answers to which were presumed to throw light on decisions in law and welfare administration which should eventually be made. Some of these questions were evident from the start. Others emerged as the study progressed. Besides, many persons were drawn into the study so that, instead of an isolated piece of research which, when completed, would be delivered to those concerned, it has become an enterprise in which various officials, legislators, and citizens have a sense of participation. Already this method is showing its advantage. It assures a degree of support for the findings of the study far greater than would have been the case if the study, all completed, had been delivered to nonparticipating groups for their vote or veto.

Many State legislatures perennially face the question as to what to do with their settlement laws. Even the exigencies of national defense cannot be presumed to lay aside consideration of these laws indefinitely. Now is the time to become prepared with facts and with principles of action for application when opportunity presents an opening. We have already faced one such grand opportunity, for which, however, the social-work field was not well prepared. This was in connection with the hearings of the congressional Committee to Investigate the Interstate Migration of Destitute Citizens, commonly known as the Tolan committee. Repeatedly this committee inquired of administrators and social workers as to the effect of settlement laws on welfare administration and as to what should be done about them. The testimony was neither consistent nor decisive. This had its influence on the committee's report and recommendations. Again, State legislatures often consider whether to tinker with their settlement laws as, for instance, by boosting of a 1-year settlement law to a longer period. Though such proposals are generally opposed, the opposition is based more on social theory than on facts which are conclusive in arriving at sound decisions.

Some of the questions on which light can be thrown by the New York study are here described.

The question of how long a residence test should be to establish settlement is prominent wherever settlement laws are discussed. Shall it be 1 year, 3 years, 5 years, or what? The assumption is, of course, that the difference is important. A further assumption has been that it is important that the residence period be uniform throughout the Nation.

The basic theory behind all settlement laws is that the care of the newcomer should not be saddled on to the locality into which the migrant has lately moved. However, this simple theory (whether it be right or wrong is, for the present, beside the point) was not implemented by a simple residence test in most States. The typical law combines two other determinants with this residence test. One is that the residence period must be free of receipt of relief. But these two tests apply, generally, to the head of the family only. The rest of the household derive their settlement from him. Thus it comes about that the wife and children have, derivatively, the settlement of the man. Therefore, it often happens that the wife and children may have lived all their lives in some locality in this State, yet because the man of the house has gone seeking work in another State and has been absent over a year, the wife and children lose the settlement they once had and become without settlement. Derivative settlement thus nullifies the effect of residence and receipt-of-relief tests as far as the wives and children are concerned.

The workings of such a typical law are revealed in the New York study. A generous sampling of New York City and up-State home relief "State charge"<sup>1</sup> cases, properly weighted, shows that the average length of residence of the case heads was 6.3 years for all the cases, 6.5 years for the New York City cases, and 6.2 years for the up-State cases. The median length of residence was 3.3 years for all

<sup>1</sup> "State charge" cases in New York State are those proved to be without settlement in any city or town of the State.

the cases, 3.6 years for the New York City cases, and 2.8 years for the up-State cases. The proportion of home relief cases with residence of 1 year or more on the date they were approved as "State charges" was 72.7 percent for all cases, 77.5 percent for New York City cases, and 66.6 percent for up-State cases.

A study of the approved "State charge" case load with continuous residence of over 1 year prior to their approval as "State charges," shows that 62.4 percent of the cases in New York City and 38.1 percent of the up-State cases, with a State figure of 52.9 percent, are nonsettled because of the absence from the State of the husband or parent or the fact that the parent or husband had never been domiciled here. This finding confirms similar results shown in the study of the New York State program for nonsettled persons made by Philip E. Ryan in 1939. "Absence from the State" includes, of course, both those cases where the husband or parent of the family did not accompany the rest of the family when they came to New York State, and those cases where the husband or parent, once here with settlement, had left the State and lost settlement here, resulting in the members of the family losing their derivative settlement here.

Another situation in this State was studied to see if it might throw additional light on the question of the effect of the length-of-residence test in our settlement laws. In New York State the general rule is that settlement is acquired by a continuous residence of 1 year without the receipt of public assistance or care. Ten counties, however, have been granted the special restriction of a 5-year residence test with respect to persons afflicted with tuberculosis, or members of their families. In other words, these 10 New York State counties, in various parts of the State and deemed locally to be the Mecca of tuberculous persons, have a residence restriction 5 times as great as in other counties. The purpose of these 5-year laws was to be able to continue to charge for longer periods of time the cost of relief of the designated groups of persons residing in these counties back to the town or city in the other counties where these persons had settlement.

It would naturally be assumed then that the proportion of nonsettled cases in these 5-year counties would be significantly higher than that of the 1-year counties. The fact is that while the percentage of persons nonsettled in their counties of residence to the entire general (home) relief load is, in the 1-year counties, 7.4, this percentage is, in the 5-year counties, 8.1 or only 0.7 of 1 percent higher.

When, therefore, we consider that a 1-year settlement law, as operative for most of the State, can result in an average residence of 6.3 years before the person is approved as a "State charge," and learn, further, that increasing the 1-year residence test to 5 for parts of the relief population brings a negligible result, it is fair to question whether the relative length of residence as a test is so important as long as it is qualified by the two other more potent conditions of nonreceipt of relief and derivative settlement.

This does not minimize the nest of problems arising out of varying lengths of residence tests between the several States. Certainly the efforts waged over many years to secure uniform residence tests as between the States had a desirable objective. However, they have been largely unsuccessful. And if the facts revealed by the New York study should be confirmed by other States and we are to continue some kind of restriction, then it would suggest the need to disengage, somehow, the residence test from the other two factors. In other words, when we combine a residence test with a nonreceipt of relief test and a further derivative settlement test, there results a group labeled "nonsettled" that is scarcely related to migrancy or "newcomerness."

The next phase of the New York State inquiry was aimed at the common assumption that the settlement laws do serve importantly as a necessary control and protection for certain communities or counties where, otherwise, an undue concentration of indigency would develop. This fear of concentration of indigency is a general one common to almost all units of government. If the communities could be guaranteed a spread of indigency equitably related to all of them, then certainly there would remain little, if any, justification for the costly operations that serve merely to determine responsibility to pay.

The assumption is, however, that they do serve as necessary barriers to protect certain communities that are deemed to be a Mecca for "reliefers." It was common testimony before the Tolan committee for witnesses from many States to express this belief. Chairman Tolan quite naturally remarked finally that people could hardly migrate only into States since every one of them concurrently was moving out of some State. It was this assumption of concentration in certain areas which the study next examined.

New York State assumes under its laws that relief will be provided and administered for all, on the basis of need, by the public welfare official of the

locality of residence,—that is, where the needy person is found. But, after providing such needed assistance, the local commissioner proceeds to examine "settlement." When that is finally (if ever) determined, there are three financial methods available to him for all who are nonsettled. If the person's settlement is elsewhere in this State, the cost of relief is charged back to the place of settlement. This is called the charge-back method. If the person has no settlement in the State, the local welfare officer charges it up to the State, which pays 100 percent of the cost. This is called the State-charge method.

The third method is that of "removal." If the person or family is a "State charge," various operations are undertaken between the locality and the State in order to arrive at a presumed benevolent judgment that the person should or should not be removed from the State. Very few of these result in forcible removal by court action. There were less than 50 such cases in the entire State in 1 year. This is presented here only as a fact, not as a commentary on its justification. If the person is a "charge back," the county of settlement may send for and bring back the family to its place of settlement. The law presumes that factors in the interest of the family will be considered, and decision to return will be made on that basis alone. While the actual number of involuntary intrastate removals has not been determined, the number is small.

It was in this setting of provision for all types of persons and of a generally free determination as to residence that the study examined whether people do migrate to certain places in larger numbers than to others and also as to whether these persons move in order to get better relief.

The system of "charge backs" was examined to find out what resulted from the method of charging back and being charged for the relief of those persons residing outside of their place of settlement. Obviously the net result for all the counties, taken as a whole, would be zero. In other words, for every dollar paid out in one place, a dollar was received somewhere else. However, there might be large distortions in certain counties. Was this so and, if so, what caused them?

All the counties of the State were requested to submit a summary of their financial transactions for a full fiscal year. The results showed that most of the counties neither gained nor lost any important net amounts from their "charge back" operations. Twenty-nine of the fifty-seven up-State counties actually suffered a net loss on their transactions, while 24 received some net gain (returns were incomplete for four rural counties). In only 9 of the 24 counties with net gains was the amount of considerable importance.

From other features of the study as described below, it is possible to compute approximate administrative costs. When these costs were conservatively applied to the net result of the intercounty transactions, it was discovered that most of the counties had deficits. From a financial point of view, therefore, the "charge back" system appears valueless or costly for most counties.

But there were about five counties that netted large favorable balances which even the application of administrative costs did not liquidate. When, however, an examination of the factor of population trend was made, it was found that these favorable balances were correlated with population growth. The county with the largest net balance in its favor had grown in population 34 percent in the past decade. And the relationship between "charge back" operations and population trends showed a correlation of more than 70 percent.<sup>2</sup>

Therefore, with respect to those counties which, through the workings of any "charge-back" system, are able to avoid local responsibility for the care of the migrants who have become indigent before acquiring settlement, a fundamental question of equity may properly be raised.

Communities enjoying economic growth through migration from without gain doubly: first, from the self-supporting migrants who add to their economic wealth, and, second, by charging back to their district of settlement the cost of relief of migrants who become public charges before gaining a new settlement. On the other hand, less fortunate communities lose doubly: first, through the migration of self-sustaining persons who no longer contribute to their wealth, and, second, by being charged with the cost of relief of those migrants who become public charges in their new communities while they retain their old settlement.

To state the matter in other words, whereas the community to which people are migrating retains all the new income, either in new wealth or in new community participation in services, from the newcomers who pay their own way, at the same time the new community charges back the cost of relief for newcomers who fail to

<sup>2</sup> The Pearsonian coefficient of correlation between net "charge back" balances in 53 up-State counties and changes in population for the period 1930-40 was computed at  $0.73 \pm .04$ .

make a go of it. Therefore, the rejected community loses its paying citizens while continuing to pay for its former nonpaying residents. Would it not be more equitable if the growing communities accepted the little of the bitter along with the better?

The next aspect of New York's experience which was studied was as to whether there were any undue concentration of "State charges" in certain parts of the State. If so, it would presumably be due to inter-state migration to those places. Although the "State charges" do include, as shown above, those who acquire that status due to loss of derivative settlement, nevertheless any concentration of newcomers moving across the State borders would be reflected in a significantly higher ratio of "State charges" to the relief population.

Therefore, as of January 1941, the number of home relief "State charges" was related to the total home relief case load in each county. It was found that the proportion of "State charges" for the State as a whole was 3 percent; for New York City, 3.2 percent; and for the remainder of the State, 2.5 percent. In the up-State counties the highest ratio found was 5.4 percent. This was the only county which exceeded 5 percent. Except for 1 county with a percentage of 1.9, no largely populated county fell outside the 2-4 percent range. The median ratio was 2.2 percent. Three counties ranged between 4 and 5 percent, 10 counties between 3 and 4 percent, 19 counties between 2 and 3 percent, 19 counties between 1 and 2 percent, and 5 counties had under 1 percent. These data disclose the absence of any undue concentration of "State charges" in any one county in the State. The nonsettled are but a fairly even and equitable feature in the total relief situation.

One more finding was significant. It has been presumed by many that people move from adjacent States where relief is less adequate than in New York to take up residence in the New York State counties bordering on those States. When examination was made of the proportion of "State charges" in the counties bordering on other States, it was found that the percentage was no higher than for the entire State. Accordingly, there is no concentration of nonsettled in the border counties.

This evidence disproves the charge made so often that people move to New York to obtain more relief. An examination and sampling of case records of persons who have moved to New York from other States confirms this finding.

#### *Administrative costs in connection with determination of settlement.*

The third major inquiry in our study was aimed at the administrative and social "costs" of settlement in social welfare. Since settlement determines not only which locality shall be financially responsible for public assistance granted in any given case but, also, which agency shall be administratively responsible for the care of the case, the determination of settlement must be made with respect to all cases. This fact has an important bearing on the question of administrative costs.

While New York State has commendably provided for the needs of all types or categories of persons, its laws have grown steadily more complicated to administer. The general pattern of respective administrative and financial responsibilities of the towns, cities, and counties for general (home) relief in the State, excluding New York City, is as follows:

#### *Division of administrative and financial responsibility for home relief in up-State New York on basis of settlement of cases.*

1. *Local settled cases.*—Cases having settlement in town or city of residence: Town or city is responsible for administration, and for 60 percent of the expenditure. State is responsible for 40 percent of the expenditure.

2. *Intracounty "charge backs".*—Cases having settlement in some town or city in the county other than the town or city of residence: County department is responsible for administration. However, town or city of residence may assist the county in administration. Town or city of settlement is responsible to the county (in taxes) for 60 percent of the expenditure. State is responsible for 40 percent.

3. *Intercounty "charge backs".*—Cases having settlement in town or city of a county other than the county of residence: County of residence responsible for administration. However, town or city of residence may assist the county in administration. County of settlement is responsible for reimbursing 60 percent of assistance granted by county of residence, and charges the amount (in taxes) to the town or city of settlement. State is responsible for 40 percent reimbursement to county of residence.

4. "State charges".—Cases proved to have no settlement in any town or city within the State: County of residence responsible for administration. State is responsible for 100 percent of cost.

5. County charges.—Cases with undetermined settlement: County of residence responsible for administration. State responsible for 40 percent of cost.

Obviously, the factor of settlement must play an important role in the administration of a program which by its very nature requires the settlement of every relief recipient to be investigated in addition to his eligibility for relief. However, to isolate this factor as an element of administrative cost is far from easy. Two recent studies in New York State contain significant data.

One of these studies was based on a sample of cases in two New York State cities, which sample included only cases presumed at the outset to be "local settled" without any question of settlement in other places. Thus, all observations related to cases such as are ordinarily supposed to require a minimum amount of investigation to establish settlement. On the basis of the number of times the subject of settlement was considered by the administrative officials who handled these cases, it was estimated that an average of 11.6 percent of the total time spent on investigations is given to settlement. For new applications the estimate is 16.6 percent; for reapplications, 9.7 percent.<sup>3</sup>

Another study considered the administrative procedures involved in the various types of cases—local settled, intracounty "charge back," intercounty "charge back," "State charges" and county charges. The over-all average proportion of the time of investigators, clerks, and local welfare officers devoted to settlement questions was computed at 18 percent.<sup>4</sup>

These studies confirm the opinion of experienced relief administrators that determination of settlement is, perforce, a costly process. Only simplifying legislation will improve this situation.

Turning to the social "costs," case records were gathered from a variety of sources to determine whether the factor of settlement actually distorts any of the social service processes. It was found that these processes are distorted to a greater or less degree in three ways.

The factor of settlement often distorts intake processes. This happens where lack of local settlement leads to a "you will have to wait until we can determine your settlement." One other method occasionally used is to close the case at intake when the applicant refuses to sign an agreement that he will willingly return to his place of settlement in another State if it is finally decided he should do so.

A second distortion is that of the occasional and natural disinclination of local welfare officials to give nonsettled persons, the cost of whose care is borne elsewhere, either by the State or by another district, equal opportunity for employment either in industry or public works. Undoubtedly this is an important reason for the fact that the proportion of nonsettled cases in the State is slowly rising although the entire case load is going down.

A third distortion stems from the basic assumption that nonsettled persons are different and are not "our own" and should not be a local burden. Accordingly, relief is made "easier" or "tougher," depending on local policy and motivation.

Admittedly, these distortions are difficult to measure statistically. Likely they are not large in quantity. Buy the fact is, they exist and are an outgrowth of our settlement laws.

In the face of the mounting indictment of our settlement-law system, we must now face the question as to what should be done. Much has been said and written of the necessity for a Federal program of grants-in-aid. Certainly this is long overdue. Probably, too such a consummation would go far toward liquidating the effect of our settlement laws even if it did not lead to their outright abolition.

But a blind reliance on Federal money as the automatic solution is a weak position. For one thing, it still leaves the necessity for a sound formula on which Federal aid should be granted. More important, it is doubted that a mere dependence upon Federal dollars can of itself change so fundamental a tradition which the settlement laws support—that the locality is not responsible for all of its needy residents.

The facts lead naturally to the conviction that our settlement laws should eventually be abolished. This is not a new point of view. In fact, this belief

<sup>3</sup> Unpublished study by W. J. Eckhaus, State Charities Aid Association, New York City.

<sup>4</sup> "Settlement Charge Back Study in an Upstate New York County," by D. Bruce Falkey (Master's thesis submitted to the University of Buffalo School of Social Work: June, 1941).



was proclaimed by Adam Smith, the noted English economist, in 1776 when he wrote in the *Wealth of Nations*:

"To remove a man who has committed no misdemeanour from the parish where he chuses to reside, is an evident violation of natural liberty and justice. The common people of England, however, so jealous of their liberty, but like the common people of most other countries never rightly understanding wherein it consists, have now for more than a century together suffered themselves to be exposed to this oppression without a remedy. Though men of reflection too have sometimes complained of the law of settlements as a public grievance; yet it has never been the object of any general popular clamour, such as that against general warrants, an abusive practice undoubtedly, but such a one as was not likely to occasion any general oppression. There is scarce a poor man in England of forty years of age, I will venture to say, who has not in some part of his life felt himself most cruelly oppressed by this ill-contrived law of settlements."

In a pamphlet entitled "Our Settlement Laws," by Harry M. Hirsch (1933), we read:

"Even at an earlier period, a number of advanced thinkers and writers had urged the abolition of this law. Bishop Burnet, in his *History of Our Own Time*, written at the beginning of the eighteenth century, stated that the Law of Settlement and Removal should be 'well reviewed, if not entirely taken away.' James Massie in *A Plan for the Establishment of Charity Houses* (1758) said that 'giving every poor person a right to relief when and where he or she shall want it would put an end to all law suits about the settlement of the poor.' We shall see that proposals of the present day resemble, in many aspects, those of two hundred years ago."

Sound strategy suggests, therefore, that the facts be disseminated as they are discovered and, wherever possible, that we continue to reduce questions to statistical measurements. We shall need, then, to go through an educational period during which, on every possible occasion, the relevant facts should be presented. Perhaps the times are favorable to early action.

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## EXHIBIT 34.—HEALTH OF THE AMERICAN FARMER AND FARM WORKER

REPORT BY DR. R. C. WILLIAMS, CHIEF MEDICAL OFFICER, FARM SECURITY ADMINISTRATION, U. S. DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.

With the realization that food production is vital to victory, American people have changed their attitude from uneasiness to deep concern over rural health conditions. To feed all the people of the United States and many of those of the United Nations would be a big job for American farmers in normal times. It is a bigger job now, in the face of increasingly depleted manpower as the strongest youths leave the farms to join Army, Navy, and air forces, or to find work in war production plants.

Only by complete mobilization of remaining human resources, on the little farms as well as the big ones, can the rural population carry the production load it is expected to carry. The bald fact that many farm families are physically unable to carry their share has stabbed the American conscience and brought about demands for a widespread rural health program.

Many years ago scientists and medical authorities began to tabulate rural health in red ink. And the problem has been greatly intensified in the past decade of agricultural decline, a decade when dwindling markets, low prices for agricultural products, and poor crop yields brought lowered standards of living and greater health menaces.

A fairly accurate health gage of a large group of the Nation's farm families is found in a survey made recently by the Farm Security Administration. In 1940 complete physical examinations<sup>1</sup> were given to Farm Security Administration borrowers and their families in 21 typical counties of 17 States. Out of 11,497 persons examined, only four in every hundred were in top-notch physical condition. An average of 3½ defects was found for each man, woman and child.

As in the case of selective service registrants, the most frequent defect was bad teeth. Seven out of ten persons over 5 years old had decayed permanent teeth. The proportion among white persons between 15 and 30 years was 85 percent.

<sup>1</sup> The examinations were given by teams of professional workers, selected with the assistance of university medical schools and State health departments. Two complete sets of equipment were used, transported from one clinic to another by trailer.

Among other defects, it was found that 55.3 percent of all persons in white families had defective tonsils. More than 40 percent of wives and 35 percent of husbands had defective vision in both eyes. One out of every 12 husbands had some type of hernia. Among wives, 41.6 percent had second or third degree injuries resulting from child-bearing. Clinical diagnoses revealed that one child out of every 12 under 15 suffered from malnutrition; one out of every 17 had rickets or showed after-effects of rickets.

Most of the defects found in the survey could have been prevented or remedied. They had accumulated over a period of years, many the direct result of poor diets and insanitary living conditions.

Little else could be expected. These families were among the 1,600,000 who as far back as 1929—a year of relative prosperity—were trying to pay rent, operate their farms, and feed and clothe themselves on an average income of only about \$600 a year. Such incomes could not be stretched far enough to provide necessities for good health. Sow belly and beans or pork and potatoes were common menus for many. Thousands of families lived without basic sanitation facilities. There was little money for doctor bills.

Poor health was the inevitable result. Evidence that poor health, in turn, led to weakened production capacity can be found abundantly in the files of the Farm Security Administration. Working day in and day out with farm families who could not get credit from any other source, Farm Security Administration field workers soon began to report cases where illness had drained a family's financial resources; other cases where energies and abilities were slowed up by nagging, chronic ailments.

These reports led to analyses of repayment records and health surveys in various problem areas. For example, one survey was made to determine the extent of hookworm disease in Georgia. It covered 10,297 people in 30 counties. Thirty-eight percent of the group had hookworm disease, and in 1 county, 80 percent of all those examined were infected.

In 1940 an analysis was made to determine why 305 Michigan families on the Farm Security Administration program had failed. More than one-third of them could not find farms to rent. Some quit farming because they became discouraged; some found jobs in industry. But 18 percent—nearly 1 farm family of every 5—failed because of ill health.

The Farm Security Administration faced this problem with hardboiled realism. Its job was to steer farm families back on the track to self-support, to collect for the United States Treasury the money it loaned for that purpose. Since a family in good health was a better credit risk than one in bad health, part of Farm Security Administration's job was to cut a better health pattern.

Greater emphasis was placed on nutrition. Since the beginning of the Farm Security Administration program in 1934, families had been urged to produce their own food, largely because they could produce it cheaper than they could buy it. With loans for cows, hogs, chickens and garden equipment, followed by guidance in producing, cooking, and preserving food, many families for the first time in their lives began to have enough milk, eggs, fruits, and vegetables for proper diets.

Before long, reports from Farm Security Administration's field workers began to tell a different story. Families were "feeling better," making better progress. School attendance was more regular. Concrete evidence that improved diets meant better health is found in a report made last spring by a physician who helped examine a group of families in seven southeast Missouri counties:

"There is a striking relationship between anemia and the length of time the families have been taking part in the Farm Security Administration program. Almost all persons with anemia had received aid a relatively short time before. There was little anemia among those who had been taking part in the program for two years or more."

Food was something that could be provided for and budgeted in plans which each Farm Security Administration borrower prepares at the beginning of each year. It was more difficult to plan ahead and budget for medical care, because the need for it could not be predicted. And because medical care could not be budgeted, nothing else could be budgeted. When some member of the family became seriously ill, the farmer called the doctor and worried about the bills afterward. Sometimes doctor and hospital bills for a single illness left a farmer's business in the red for several years. Often these bills were settled with money that was collected from the sale of livestock or equipment essential to farming operations.

To enable its borrowers to obtain medical care at a price they could afford and count on, the Farm Security Administration developed a group medical care program and, in cooperation with the organized medical profession, got it started in 1936.

This program is based on the principle of voluntary group insurance, but instead of following the pattern of most former medical-care organizations and employing one physician to serve a group, every legally qualified physician in a county is asked to participate in the program.<sup>2</sup> Families can choose any doctor who agrees to serve the group; a doctor can refuse to attend a particular family, and the much talked-about relationship between doctor and patient is maintained.

Plans usually are set up on a county basis. Although details of organization vary to fit local conditions, all plans are basically the same. Each family pays a fixed sum at the beginning of a 12-month period. The fees are pooled and turned over to a bonded trustee or treasurer, appointed by the members. Where hospitalization is provided, about 30 percent of the fund is deducted for hospital bills; another 50 cents to \$1 of each fee is deducted for administration. The rest is divided into 12 equal parts, one for each month. Doctors, then, instead of submitting bills to their patients, submit them to the treasurer of the association. If there is enough money in the monthly allotment, all bills are paid in full; if not, each doctor receives payment in proportion to the services he has given. Some months, they collect 100 percent of their bills, other months as little as 45 percent. Average collections range from 60 to 65 percent—considerably more than physicians formerly collected from the same patients.<sup>3</sup>

But the program obviously is not a cure-all for the rural medical problem. Membership fees have had to be set at a level the families could afford. In other words, the fees are based on the average ability of the group to pay. Fees are as low as \$15 a year per family in some areas, up to \$35 and more in others. Some plans include physicians' services, obstetrical care, emergency surgery, limited hospitalization, ordinary drugs and urgent dental care.<sup>4</sup> In other plans, hospitalization is not provided—sometimes surgery is omitted. In these cases, it was simply a choice of providing the most essential services or none at all.

Nor for such low fees can doctors be expected to treat all accumulated chronic conditions. Although treatment or correction is often provided in cases where a family's rehabilitation is at stake, this is one knotty problem yet to be solved.

Despite its shortcomings, the program answers a long-felt need, as is evidenced by its steady growth during the last 6 years. Started in 8 counties in 1936, it is now one of the biggest voluntary group medical care programs in the world, with a membership of 100,000 farm families, or half a million men, women and children. Year-by-year progress is shown in the following table:

	1936	1937	1938	1939	1940	1941	Present
States.....	3	6	14	25	31	35	38.
Counties.....	8	142	202	514	639	881	Over 900.

The strongest and most effective group plans are those where all responsibility for operation is accepted by the two groups directly concerned—the members who elect from their own number a board of directors to represent their interests, and the doctors who elect a committee to review all bills submitted and to settle any other problems of a medical nature.

Membership in most Farm Security Administration medical-care plans has been limited to Farm Security borrowers and their families, but in some counties the doctors themselves are extending membership to other low-income farm families in the area.

In 1938, after the medical-care program was well started, the problem of sanitation was tackled. Most Farm Security Administration borrowers were renters

<sup>2</sup> The only deviation from this plan is found in 15 Farm Security Administration community homestead developments located several miles from the nearest doctor. Doctors have established residence in 8 of these communities and are guaranteed a basic income. In the other 7, doctors come from nearby towns to serve on certain days each week.

<sup>3</sup> 1 Kansas doctor kept a record of what 42 families paid him over a period of 3 years. It came to 11 percent of his bills. 6 months after the same families joined a medical care plan, he reported collection of 61 percent of his fees.

<sup>4</sup> Dental care is provided through medical care plans to more than 15,000 families. An additional 23,450 families are receiving emergency dental care through separate dental plans, now in operation in 167 counties in 14 States.

or sharecroppers. They could not afford to spend money for improvements they might use only a short time. To many of these, grants of money have been made for materials, farmers agreeing to pay back the grants in specified work to improve their living conditions. Landlords became interested, cooperated by giving 3- to 5-year leases, and paid for some of the improvements.

Other agencies helped. State and county public-health departments gave technical advice, inspected the work and sometimes supervised it. Sometimes groups of farmers got together and did the work. Sometimes Work Projects Administration supplied labor to build privies, and National Youth Administration workshops turned out window screens, screen doors, and well slabs.

In little more than 2 years, about 72,700 sanitary privies have been built; 38,500 homes have been screened against flies and malaria-carrying mosquitoes; drinking water supplies have been protected on about 32,500 farms; and the program is now being carried out on about 16,500 other farms.

All in all, the Farm Security Administration health program is charting the way for a healthier rural population. Indication that it may already have effected a change is shown by a survey of draft board rejections in 125 counties in 4 Southern States. Up to December 15, 1941, 16,894 men, or 35.9 percent of the total, were rejected for physical defects or ill health. In the group examined were 1,759 youths from Farm Security Administration borrower families but of these 409, or 23.3 percent, were rejected.<sup>5</sup> It is believed that the Farm Security Administration program is at least partly responsible for the better physical condition of registrants from its borrower families. In these four States, Farm Security Administration loans have been made to 110,106 farm families since 1934; medical care plans have been set up in 187 counties, with a membership of 33,285 families, or 182,419 persons; and sanitation work has been carried out on 45,740 farms in the four States.

Another type of medical aid program has been developed for migratory agricultural workers. Living in poverty along the Nation's highways, migrant families are almost universally in need of medical care, yet have little or no money to pay for it and are unable to meet residence requirements for State aid.

Soon after the Farm Security Administration undertook to build migratory camps to relieve acute suffering, migrant families began to follow the camps instead of the crops. Now, with labor shortages threatened in some areas as a result of increasing factory employment and draft orders, growers are flooding Farm Security Administration offices with requests for more camps. In addition to the 58 already set up, 43 more are now scheduled for construction, each of which will provide medical services.

Such services are limited mostly to treatment necessary to enable workers to stay on the job, and the Farm Security Administration gives financial support to these services. A fully equipped trailer clinic in charge of a registered nurse follows all mobile camps. In each permanent camp, there is a health center, and an isolation unit is available for patients with contagious diseases. These clinics merely furnish a channel for medical aid to a group whose needs were formerly almost untouched. All services are provided through local facilities, in cooperation with State and county medical societies, and State and Federal health agencies.

Services at the clinics include physical examinations, venereal disease treatments, immunizations and other general preventive measures, emergency dentistry, prenatal and postnatal care, and care of acute conditions for both adults and children.

In addition, medical care provided through nonprofit agricultural workers' associations include home and office calls for specialized care; hospitalization, dental care, and emergency surgery. It is estimated that medical care has been provided through this program in approximately 175,000 cases of illness.

Probably the most spectacular example of the interdependence between health and economic rehabilitation is found in the story of 50 of the most destitute farm families in one county of Georgia. Forty-nine of the families lived in houses that were not screened. Only 2 had sanitary privies—30 had poor out-of-door toilets and 18 had none. All the families drank water from open wells.

In 1937 these families had an average of only 10 chickens each; only 7 had milk cows, and only 13 had gardens. Diets consisted mainly of meat, sirup and bread, and many families ate corn bread 3 times a day every day.

<sup>5</sup> States included in the survey were South Carolina, Georgia, Florida and Alabama. In South Carolina a total of 40.6 percent of all registrants were rejected, compared with 20.2 percent of those in Farm Security Administration borrower families. In Georgia, rejections totaled 43.4, compared with 8.9 for Farm Security Administration members; in Florida, the percentages were 49.8 and 25.7, respectively; and in Alabama, 26 and 18.9.

A health survey<sup>6</sup> was made of the 288 persons in the 50 families. Among the physical handicaps discovered were 62 cases of rickets among children; 12 cases of suspected tuberculosis; 14 cases of pellagra; 35 percent suffering with hookworm disease; 141 cases of diseased tonsils; 196 individuals with decayed teeth, and 70 with defective vision. Of the women in the group, 44 were suffering from injuries resulting from child-bearing and 21 had suspected cancer.

These families were not eligible for Farm Security Administration loans simply because they stood little chance of being able to repay borrowed money. Grants were made for the purchase of cows, hogs, chickens and garden seed necessary for subsistence, and a farm and home management supervisor furnished guidance in sound methods of producing and using food. In cooperation with the University of Georgia Medical School, treatment was provided at the University Hospital for the most urgent defects. In addition to treatment and operations to relieve specific ailments, 102 tonsillectomies were performed, 47 families had typhoid inoculations, and each case of hookworm disease was treated until there was a negative report. Pellagra patients were supplied with yeast; cod liver oil and pabulum was provided by the county health association for all babies.

As soon as the families regained a measure of health, they made more progress in other lines.

In 1940—2 years after this intensive rehabilitation program was started—these families produced an average of \$555 worth of food each. Their canned products increased from an average of 44 quarts per family in 1938 to 413 quarts in 1940.

Together the 50 families owned 531 hens in 1938. In 1939 they had 1,690 hens, 198 fryers, and 450 broilers, and by the fall of 1940 they had an average of 50 chickens each, or a total of 2,500. In 1938 one brood sow was provided for each family; now the average is almost 12 meat hogs per family. Each family was provided with one cow, and now the family average is almost 3 milk cows and heifers. (The first year, all heifer calves were kept, and the male calves were exchanged for heifers.)

Surplus production is marketed and the families are obtaining additional cash income from the sale of dry peas and butterbeans, production of which increased from a total of 61 bushels in 1938 to 553 bushels in 1940.

Formerly on relief, these families are now well on their way to becoming a national asset. It would be impossible to determine which part of the rehabilitation program is the underlying cause for their success. Poverty and sickness operate together. Poor housing, poor nutrition, and poor education all are associated with low incomes and bad health, and a man in bad health is unable to do the work necessary to earn a better income.

A 1934 rural housing survey<sup>7</sup> showed that only nine out of every hundred farm homes had indoor toilets. One in every seven had no toilet facilities whatever. Seventy percent of all homes were inadequately screened, and 27 percent lacked any kind of screening. The worst conditions were found on the poorest farms.

Although farm families exposed to such hazards obviously need more medical care than people who live under healthful conditions, actually they receive less care than any other group in the country. It has been found that low-income farm people are squeezed between two forces which deprive them of adequate medical care: First, lack of money to pay for services; and, second, residence in rural areas.<sup>8</sup> The second point is explained by the fact that rural areas lack sufficient hospitals, clinics and professional personnel, and that benefits of free services for indigents, a recognized necessity in every large city, have been slow to penetrate farming sections.

Public health departments have accomplished much in the way of disease prevention, but in the past most of the free medical care for poor people in rural areas has come about as a result of noncollectible bills.

Lack of adequate medical care is not limited, however, to low-income rural groups. In 1939, more than 17 percent of all births in rural America were not attended by physicians.<sup>9</sup> It is estimated that 75 percent of all farm people do

<sup>6</sup> The survey was based on physical examinations conducted by six senior medical students under the direction of a senior member of their medical faculty and a Public Health Service physician.

<sup>7</sup> Survey conducted by the Bureau of Home Economics in typical counties of all but two States.

<sup>8</sup> From an analysis of various surveys made by the Public Health Service, the Committee on the Cost of Medical Care, and the Consumer Purchases Study.

<sup>9</sup> From a study made by the Public Health Service.

not have medical service of minimum adequacy, and over 95 percent do not have full, high-standard medical, dental, hospital, nursing, and drug services.<sup>10</sup>

This lack has long been recognized. As far back as 1932, the Committee on the Costs of Medical Care<sup>11</sup> concluded a 5-year study with a published report which recommended in part:

"\* \* \* the extension of all basic public health services—whether provided by governmental or nongovernmental agencies—so that they will be available to the entire population according to its needs. \* \* \* the costs of medical care be placed on a group-payment basis, through the use of insurance, through the use of taxation, or through the use of both these methods."

Since the outbreak of the present World War, there has been an increasing demand for a widespread health program for all United States farm families. The demand has been strongest from county agricultural planning committees, made up of groups of representative local farmers. In studying rural welfare problems, these committees have made recommendations for both immediate and long-range objectives.

Among long-range objectives planned for post-war work are: Better health facilities on the Nation's farms—better housing and better sanitation; more hospitals in rural areas, more clinics and more public-health work; a strong health educational program; and encouragement for professional personnel to practice in rural areas.

One plan suggested for the latter purpose is a system of scholarships which would enable rural youths to obtain training as physicians, nurses, dentists, technicians, and sanitary engineers. In return they would agree to spend a period of service—say 10 years or so—in rural areas after completing their training. Such a plan would open new opportunities to rural youth and at the same time provide professional workers in areas where they are most needed.

It is estimated that at least one doctor is necessary to provide full services for every thousand persons. Yet some rural physicians are trying to serve anywhere from 2,000 to 4,000 persons. Many counties are without doctors at all, and it is not uncommon to find every physician in a county to be over 50 years old. Other professional people are as scarce as doctors. The reason for this shortage is clear. It can be found in the 1940 census figures which show that 47.6 percent of all farm families had gross earned farm incomes of less than \$600, and 77.5 percent had incomes of less than \$1,500, including the value of all products used on the farm.

Pointing out that incomes of \$600 or even \$1,500 constitute a barrier to doctors' and dentists' offices and hospitals, county planning committees are recommending the establishment of a program which will bring essential service within the grasp of all farm people. They further recommend direct governmental aid to supplement contributions of low-income families, and have requested the Department of Agriculture to take the lead in studying such a plan.

The necessity for using tax funds to provide adequate medical care for low-income groups is recognized by many members of the medical profession. When Dr. Nathan B. Van Etten was president-elect of the American Medical Association, he made this statement: "I believe that the medical care of the medical indigent is the problem of the taxpayer. The medical indigent may be defined as a person who cannot pay for medical care without sacrificing the necessities of life for himself or his family. I believe that the medical care of these members of society should be administered by the medical profession, who should be paid for this work by the taxpayer. I believe that the problems of low-income groups who are able to care for ordinary but not for catastrophic sickness should be shared by the medical profession and the taxpayer."

If Dr. Van Etten's views were put into action, many tens of thousands of farm families would receive medical care without cost to themselves. However, the experience of the Farm Security Administration shows that few farmers want something for nothing. They like the feeling of independence that comes from digging down in their own pockets to pay their share. Those with extremely low incomes might make at least a token payment toward membership fees in

<sup>10</sup> Based on indices of needs as set forth by medical and public health authorities in relation to amounts spent for medical care and facilities available.

<sup>11</sup> The committee had 48 members, of which 25 were doctors of medicine and 2 were dentists. Of the doctors, 17 were engaged in private practice. The chairman of the committee was Ray Lyman Wilbur, president of Stanford University, former Secretary of the Interior, and former president of the American Medical Association. Seventeen doctors of medicine and 18 other members of the committee signed the majority report.

any medical-care program. Families above the level of indigency would pay a certain percentage of their incomes—say 6 percent—and the balance necessary for adequate services would come from public funds. The amount families contributed would increase as their incomes increased, so that those who could afford to pay their entire medical bills would do so.

Some justification for such a plan is found in the fact that low-income farm families pay a larger share of their incomes for care which is inadequate than higher-income groups pay for full medical services. In 1940, farm families with net cash incomes of \$250 and less, spent more than 23 percent of their incomes for medical needs.<sup>12</sup> On the other hand, the National Resources Committee found that families with incomes over \$500 and up to \$3,000 spent an average of only 4 percent for medical services. In the upper brackets, the proportion was still lower. The average expenditure for medical care out of \$20,000 incomes was 2.1 percent.

Of course the actual amounts represented by these percentages vary enormously. Two percent of a \$20,000 income is \$400; 4 percent of a \$3,000 income is \$120; but farm families whose medical bills came to 23 percent of their incomes in 1940, had only \$29 worth of services. This is an average expenditure of less than \$6 per person. The National average expenditure is between \$22 and \$25 per person. And the Public Health Service estimates that at least \$60 per family per year is required to supply services of minimum adequacy.

There is a growing conviction that a national problem exists when a large group of farm families cannot afford to buy minimum care essential for a nation of strong, healthy people.

<sup>12</sup> From a study made by the Bureau of Home Economics.





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