

**Monsignor GRIFFIN.** Then, of course, all food costs have gone up, all supply costs have gone up, all fuel costs have gone up, and all importations, surgical instruments, drugs, and all of those things, have gone up. The only way we have been able to meet the rising cost of commodities is the squeezing down of the pay roll. The response of the personnel has been admirable. As Mr. Jolly has said, there are graduate nurses working in hospitals today for nothing except their board and room. It is the loyalty to their institution that has kept them going. Despite that, about 400 of our hospitals have not been able to keep going.

The **CHAIRMAN.** Were you through with your statement?

**Monsignor GRIFFIN.** Yes.

The **CHAIRMAN.** We thank you for your appearance before the committee and the statement you have given.

**Monsignor GRIFFIN.** Thank you, gentlemen, very kindly.

The **CHAIRMAN.** The next witness is Mrs. Alfred Moore Tunstall, representing the Alabama State Child Welfare Department.

Will you come forward and give to the stenographer your full name, address, and such other information as is necessary?

**STATEMENT OF MRS. ALFRED MOORE TUNSTALL, DIRECTOR  
ALABAMA STATE CHILD WELFARE DEPARTMENT**

**Mrs. TUNSTALL.** Mr. Chairman and gentlemen, I am Mrs. A. M. Tunstall, director of the State Child Welfare Department of Montgomery, Ala.

I should like to exchange places at this moment with any of you who should desire, because I come from one of the States where we know what "severe economic distress" means. I should be very happy to ask questions of other States.

I am interested in title 2, appropriations for aid to dependent children in their own homes. I am interested also in section 703, page 57, aid to child-welfare services.

If Mr. Treadway had not left the room, I wanted to tell a story. I heard a Bostonian state once that they had no rural social work in Massachusetts. He said even the old New England farmers had moved into Boston or other cities and the Polish people had bought the farms and that while they might be back with their farming activities, the sons of these farmers usually were to be found on the roadside running a hot-dog stand.

The gentleman making that statement was followed by Dr. Bond of the University of Mississippi. Dr. Bond said:

I want you to know that I am from a State so rural that a hot-dog stand constitutes a metropolitan center.

I wish Mr. Treadway to get that picture of Alabama, where we have 33 counties out of a total of 67, with no urban population, and where the urban population is only 29 percent of the total. Alabama, I need not tell you, is one of the poorest States in the Union. Our per capita income and per capita wealth makes us rank with the lowest, I am sorry to say, and yet Alabama has not been unmindful of her duties to her children.

Fifteen years ago Alabama was one of the few Southern States to establish a State department known as a "child-welfare department", with funds supplied out of the treasury of the State, with the chief

auxiliary of the State department being the county child-welfare board. I think I may say that the interests of the legislature of Alabama and of those interested in this child-welfare department did not grow up over night. It was the result of long years of effort for children in need. I may say, however, that it was never the intention of the legislature or of those persons interested in this work to build at the capital at Montgomery a great central organization. We have looked to decentralization. In Alabama when we say "local" we mean some area bounded on all sides by county lines. We mean "county" when we say "local." So our first object was to build up local county child-welfare units with paid county child-welfare workers—social workers—in all counties.

We have three cities, Birmingham, Montgomery, and Mobile, which have their local laws, that never came into the State-wide program. Yet we succeeded in organizing in the 64 remaining counties left 63 county child-welfare boards with paid social workers.

People ask me what these social workers do. Heretofore we have worked with negligent families in the matter of children attending school, those families who are unable to send their children to school or who are negligent. We work with unmarried mothers and children born out of wedlock, in order to readjust them wherever possible in their own families and communities. We work with dependent and maladjusted families or maladjusted children, in order that satisfactory adjustments may be made. We work with families and children for the prevention of dependency and of juvenile delinquency and for the correction of social and physical handicaps. We work with agencies, public and private. For instance, applications are made to correctional institutions or to institutions for the treatment of the feeble-minded. The county child-welfare worker, coordinating her work with the field worker of the State department, makes investigations for every institution in the State. Moreover, she looks forward to the time when delinquency may be arrested or when treatment in the public institutions may provide for the return of the child to its home or to the community. Therefore, she works with that family and that community to make ready for the child's return.

Do we give this service just to the public institutions and agencies? Not at all. We serve every private institution and agency caring for children in the same manner that we serve the public agencies and institutions.

As a part of the State's relationship to the county—and this is the only difference, I think, between Alabama and North Carolina—we have a direct care division. We expect the counties to give temporary care needed for children. We expect the State to provide permanent care. Therefore, we receive from the counties children in need of permanent foster care.

I am speaking in terms of this provision here of aid to child-welfare services. We receive children for boarding-home care. We supervise them and we engage in free home placement. We have charge of the adoption law which I have not time now to tell you about, and all the problems of child welfare coming up in the county. We have not been able to differentiate between the problems arising in families on relief and families not on relief. These problems, behavior, delinquency, neglect, and dependency, come from anywhere. In 1932 we had organized every county, I said, but one. The county has full authority to spend money for temporary care, but the State appro-

priation has been reduced. We have not been able to meet the needs. We have failed in the State and in the counties to meet the needs of children who need special services.

Child welfare does embrace a specialized service, although we do not exclude the family, of course. The family is taken into consideration. Our first aim, our first effort always is to keep the child in his own home if possible, and if this is not possible to supply him with boarding home care or free home care.

In 1932 we lost some of our paid county social workers. Then early in 1933, the Relief Administration was set up in Alabama. The Governor thought it wise to take the field staff of the Child Welfare Department of Alabama, and we believe it was one of the best trained staffs in the South, as the social service division of the Relief Administration. Moreover, the county child welfare superintendents were made directors of relief. We did not foresee the heavy case-load of relief. We thought the local units were going to be able to service children. But there was a lapse of 1 year when services to needy children almost ceased. Now we are getting back. Today we have 44 revitalized county child welfare boards carrying on children's work as best they can.

We have very lately made a survey of needy children in Alabama, but so far we have only covered 29 counties, representing a little more than 38 percent of the total population and 39 percent of the children under 19 years of age. In these counties we find that almost 2.6 percent of the children are in need of special service which we are unable now to render.

We estimate that there are approximately 9,000 crippled children in need of immediate service. I cannot describe in the limited time I have the various kinds and types of work which we do. There is the unmarried mother; there is the delinquent child, the neglected, dependent, abandoned child, and so on.

To your chairman, may I say, we got our first idea from his State in establishing the State child welfare department, but we think we have developed and set up an organization which if supported by county, State, and Federal funds should meet the needs of these thousands and tens of thousands of children who are going to waste today and who must carry on the world's work in the next generation.

Unfortunately, there has been lack of funds, loss of appropriations, the transfer of workers to the Relief Administration—which we still believe was probably wise, because we have conserved to the State of Alabama those trained social workers whom we might have lost otherwise. Many of the children in the study we are now making are out of school for no reason at all except poverty. Many are diagnosed by physicians as tubercular. Alabama is making every effort possible to restore social services to its children in need.

If I were sitting up there and not down here, I should like to ask why the Children's Bureau is assigned services to agencies such as the one I represent and the relief administrator the administration of what we call mothers' aid. I do not know that answer at all.

MR. HILL. Will you state that again, please?

Mrs. TUNSTALL. I should like to know why the statute providing for relief to children in their own homes is assigned to one Federal agency, and that other section, of aiding child welfare services, to the Children's Bureau. It is just possible that aid to children in their own homes is being looked upon as a relief measure. But believe me,

my friends, lightning just strikes anywhere. And behavior problems, definite problems requiring social work come to your home and to my home, as well as to the lowliest home, speaking in terms of destitution. You know that. I do not understand that point.

I am pleased with the performance of the Federal Administrator in the South. Alabama has done one of the best jobs done by any State in the administration of Federal relief. I have no criticism to make. I am just wondering why we do not get under the same roof when we come to children's work—I say that out of twenty-odd years' experience.

Alabama unfortunately is one of the three or four States which has never set up what is called a mothers' pension or mothers' aid law. I am rather ashamed to make that statement. The counties, the local units, have absolute authority for administering funds in such a manner. The State department has matched the counties by providing care for those children needing long-time foster care. But I am authorized now to say by the new Governor, who was also a governor between 1927 and 1931, that he will lend his whole support and strength and effort to the enactment of a children's aid law, in accordance with the best opinions we can get in this country which will fit into the situations we have. Moreover, I am authorized by him to say that the reductions made in the appropriations for the State child welfare department will be, insofar as he is able, restored to their original figures.

As to crippled children, I am authorized by him to say that the minimum prescribed in this bill for participation will be met if he can influence the legislature to do so.

I could take a lot of time, which I am sure you do not want me to take, in describing in great detail the kind of work a child welfare department, a State department, 15 years old, giving all its services to needy children, performs. And since Mr. Treadway has come back, and since I must say again that I am from a State where a hot-dog stand constitutes a metropolitan center, I must add again that I know the "severe economic distress" of thousands and tens of thousands of children for whom no aid is being provided, for whom aid must be provided somehow. The children of every State must carry on work we leave unfinished. We owe them a tremendous debt. We must protect them if they are neglected, if they are dependent, if they are delinquent, if they are crippled, if they have other physical handicaps. We, most of us here, must look to them to carry on in the next generation.

We of Alabama are interested in these two sections particularly. We are interested in the whole bill naturally, but it is in behalf of these two that I lift my voice. I plead for your earnest consideration. If your committee ever have the time and if you want to ask me questions about destitute children, neglected, dependent, delinquent children in one State in the South, without aid, I shall certainly be at your service.

I thank you.

Mr. HILL. You raised the question as to why title 2 dealing with the subject of dependent children was under the administration of one Federal agency and the administration of the subject under title 7 of the bill, entitled "Maternal and Child Health" was under the administration of another Federal agency.

Mrs. TUNSTALL. No, I am speaking of section 703. It is on page 57 of the bill I have, "Aid to Child Welfare Services". I merely asked that for information. I am sure there is a very real reason, but I, as a practical social worker, do not understand, and I did raise that question. I have no criticisms to make of the administration of relief.

Mr. HILL. Have you any suggestions to make?

Mrs. TUNSTALL. Yes.

Mr. HILL. I would like to hear you on that.

Mrs. TUNSTALL. I should like to see both sections put under the Children's Bureau, and I am speaking now in terms of aid to children in their own homes as involving so many other problems than that of just relief. If it involves only relief, of course, all right. But I am speaking also in terms of duplication which might arise. I do not know, but there is duplication of effort in States and counties proposed here. I know the relief administrator has done an excellent job in my State. So has the local worker. But I do not just understand that point. I do not understand why this children's work should not be put under the Children's Bureau. It seems to me that there is a chance of duplication of effort there, inasmuch as relief in itself, if they are approaching mothers' aid as a simple relief problem, does not solve the problem, because the same problems, of children, may arise in one family as well as in another family.

Mr. HILL. Under this bill the President is authorized to transfer at any time to any officer or agency of the Government the duties and powers conferred upon the administrator under this title. I am quoting from section 9 on page 8 of the bill. "The administrator" there refers to the Federal Emergency Relief Administrator. So there is really authority in the act itself for the President to transfer the administration of title 2, which refers to the same administrator, to the Children's Bureau or to any other Federal agency.

Mrs. TUNSTALL. Oh, yes.

Mr. HILL. But we are glad to have you call attention to that.

Mrs. TUNSTALL. Thank you.

The CHAIRMAN. We thank you, Mrs. Tunstall, for your appearance and the very fine statement you have made to the committee.

The committee will now recess until 2 o'clock. The first witness this afternoon will be Dr. Harold G. Moulton, representing the Brookings Institute. This request was made by a member of the committee, Mr. Woodruff. Then we will take up the other witnesses that are listed on the calendar today.

(Whereupon, at 12:25 p. m., a recess was taken until 2 p. m. of the same day, Tuesday, Jan. 29, 1935.)

#### AFTERNOON SESSION

The recess having expired, the committee met at 2 p. m., Hon. Robert L. Doughton (chairman) presiding.

The CHAIRMAN. The committee will be in order. The first witness scheduled is Dr. Harold G. Moulton, representing the Brookings Institute, Washington, D. C.

Mr. Moulton, will you come forward, give you name and address for the record, and such other information touching your appearance before the committee as you think necessary?