



League of Women Voters of Minnesota Records

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and mother's care which is its natural right. There is no more justification for asking the county to bear the full expense of these county allowances than there would be for asking it to bear the full expense of maintaining good schools and good roads.

The state refund also has an important bearing on administration. The law provides that it shall be administered through the State Board of Control and shall not be available unless the county has paid its allowances in accordance with law and in a manner calculated to give the maximum of help to the children who need it. This would afford a means of raising the standard of county administration and make for uniformity and efficiency.

One objection that has been raised against a state refund is that the larger cities would be the chief beneficiaries. As a matter of fact the three largest counties of the state in 1920 spent 46% of the total used for this purpose, and in the same period paid 41% of the total taxes to the state. The discrepancy is, therefore, slight, and probably would not exist at all were it not for seven counties in the state which granted no allowances whatever. It is interesting to note that the three largest counties, which pay 41% of the taxes, receive back only 18% of the total amount paid from the state treasury to the counties for all purposes.* Is it fair to single out the state refund provisions of the County Allowance law for attack on the ground that the larger cities would be unduly benefited?

History

There are now forty states which have County Allowance laws.

Minnesota first enacted the law in 1913 and amended it in 1917 as a result of the recommendations of the Child Welfare Commission.

In 1921 the Minnesota League of Women Voters supported an amendment to increase

* From report of the state auditor under date of Feb. 7, 1921.

the maximum allowance to \$20 for the first child and \$15 for the succeeding children, an increase of \$5 for each child. The bill carried in the House quite early in the session by a vote of 70 to 37. In the Senate, great difficulties were encountered in bringing the bill to a vote, but it was finally carried by a vote of 57 to 2 on the last night of the session. Copies of the official roll-call on this bill will be supplied by the League of Women Voters on request.

The League supported also a bill for an appropriation to enable the state to carry out the provisions of the law and refund to the counties one-third of the amount expended by them for county allowances. In this it was unsuccessful, for the bill was not reported out of the Appropriations Committee of either house. On the other hand the principle of the state refund was attacked on the floor of the Senate, and at one time an amendment to repeal the refund provisions of the law was seriously threatened. The whole question of the state refund is therefore not settled but may be expected to come before the Legislature at its next session.

WHAT IT HAS DONE.

The Children's Bureau of the State Board of Control reports that in 1920 the various counties expended a total of \$533,103.32 in assisting 2,176 mothers to provide home life for 6,966 children whose fathers were dead or, for various reasons, unable to support their families. This co-operative enterprise of the counties and the mothers who are financially handicapped in the upbringing of their children is therefore one of large importance in the financial sense, as well as in its relation to the general public welfare. Its administration calls for the intelligent understanding of public spirited citizens, acting in co-operation with the local child welfare boards and probate judges.

Additional copies of this leaflet may be obtained at 5c each or ten for 25c.

The County Allowance (Mothers' Pension)

Published by

THE MINNESOTA LEAGUE
OF WOMEN VOTERS

313 Meyers Arcade

Minneapolis

November 1, 1921

THE COUNTY ALLOWANCE

What It Is

The county allowance is a recognition of the joint interest of the county and the mothers of dependent children in the rearing of good citizens. It is commonly called a mothers' pension, but this term is inaccurate and misleading, for the aid given is not in form or spirit a pension, nor is it given primarily in the interests of the mother.

A section of the Minnesota law puts the principle very clearly: "This act shall be liberally construed with a view to accomplishing its purpose, which is hereby declared to be to enable the state and its several counties to co-operate with responsible mothers in rearing future citizens, when such co-operation is necessary on account of relatively permanent conditions, in order to keep the mother and children together in the same household, reasonably safeguard the health of the mother and secure to the children during their tender years her personal care and training."

In other words when a mother is financially unable to provide for her children the county gives her a certain measure of assistance so that she may keep the children with her and not be forced to put them in an institution or in the care of others who do not have the same interest or concern in them. This arrangement is in the better interests of the mother, the children, and the community as a whole. The County Allowance is therefore not a pension, granted in recognition of past service, but a partnership in the business of rearing future citizens.

What It Provides

The County Allowance law in Minnesota provides that the county may pay a mother not to exceed \$20 a month for the first child and not to exceed \$15 a month for each of her other children who are under the age of sixteen years and who are not lawfully entitled to an employment certificate.

Eligibility

1.

To be eligible for an allowance the mother must be a widow; or, if she is not a widow, and if her husband is the inmate of a penal institution or a hospital for the insane, or if he is physically unable to support his family, she may then qualify. When none of these conditions exists but when the father has abandoned his children, the allowance may be given if he has been under indictment for one year preceding her application.

2.

The mother must have resided in this state for two years and in the county where she makes application for one year.

3.

She must be a citizen of the United States or must have made declaration of intention to become a citizen.

4.

She is ineligible if she has personal property such as a savings account or other securities in excess of \$100. She may own her own home, and in determining the amount of her personal property, her clothing, household furniture, tools, implements and domestic animals are exempt.

Application for Allowance

The mother makes application to the probate judge of her county, who has wide discretion in granting or refusing the allowance. He may grant less than the maximum of \$20 and \$15. The law requires him to inquire fully into the mother's history and resources in order to determine whether she is a fit person to have the custody of her children and also whether she meets all the requirements as to eligibility.

When the allowance is granted the family must be visited at least quarterly during the year and oftener if necessary.

Co-operation of Child Welfare Boards

In many counties the probate judge has turned these matters over to the county child

welfare board for investigation and follow-up supervision, and in such cases he usually follows the recommendations of the board as to whether the allowance shall be granted and in what amount. However, under the law he has full power to decide these questions as he may see fit.

Under this plan a large number of mothers are receiving friendly guidance and help from the members of child welfare board members, and the boards are rendering splendid service to the judge in relieving him of a heavy administration burden.

The State Refund

In one important respect Minnesota has never carried out the provisions of the County Allowance as written in the statute books of the state. Since 1917 the law has provided that the state shall refund to the counties one-third of the amount expended by them for the County Allowance. The refund has never been made because no appropriation has been granted for that purpose by the legislature, although it was requested at the sessions of 1917, 1919 and 1921; and the courts have ruled that no refund can be collected by the county until an appropriation is granted.

This raises a question which must be answered sooner or later: Shall the provisions of the law for the state refund be carried out, or shall they be repealed? It is important that women inform themselves on the arguments for and against the refund, in order to express themselves effectively when the question comes before the legislature.

The state refund is not a new and untried theory. Nine states already have state refund provisions in their County allowance law. Like state aid for schools, it is based on the principle that the state is just as interested as the county in the training of its future citizens. Whereas state aid for schools helps to provide adequate educational opportunities for every child, the state refund under the County Allowance law would help to preserve for every child the home upbringing

FILE COPY
December 1921

THE WORKING WOMAN IN MINNESOTA

Part II - THE PROBLEM OF WAGES

History of Minimum Wage Legislation in United States

The history of minimum wage legislation in the United States has been sad. It dates back to the year 1912 when Massachusetts enacted the first law. The high point in minimum wage legislation came in 1913 when seven states--our own, California, Colorado, Nebraska, Oregon, Washington and Wisconsin--wrote minimum wage laws into their statutes. By 1923 fifteen states and the District of Columbia and Porto Rico had passed such laws. Then began a series of law suits to test the constitutionality of the laws and long legal battles ensued, culminating in 1923 in the adverse decision of the Supreme Court of the United States (*Adkins v. Children's Hospital*) which practically annulled this type of legislation, so far as adult women are concerned. The result has been that minimum wage laws have never been given a fair trial in this country.

Standards

What shall constitute a reasonable standard of wages must depend upon the cost of living independent of aid from sources outside the employment. The underpaying employer receives a subsidy, and the job fails to carry its legitimate charge. If the woman lives at home and is paid less on that account, the employment is being subsidized to the extent of the value of such living, and the worker's family is paying the deficit. Sometimes the deficit is paid by increased public expenditures, such as hospitals and charities.

Our Minnesota minimum wage statute defines living wages to mean, "wages sufficient to maintain the worker in health and supply him with necessary comforts and conditions of reasonable life."

The Women's Bureau of the United States Department of Labor recommends the following standard: "Wages based on occupation and not on sex nor race, the minimum to cover cost of healthful and decent living and to allow for dependents."

Minimum Wage Laws in Other States

Today three states are administering minimum wage laws affecting adult women. These states are California, Wisconsin and Massachusetts.

California has a law similar in its provisions to Minnesota's ill-fated law, but that law has never been attacked in the Courts of California and has never been held unenforceable by the Attorney General of the state, for it is not opposed by the employers of California.

Wisconsin, when her law was held unconstitutional, (*Folding Fur Co. v. Industrial Comm.*, 300 Federal 991), enacted a different statute by which it is hoped to avoid constitutional objection. Instead of a definite wage fixed by order of a Commission, the law simply says that "no wage paid or agreed to be paid by any employer to an adult female employee shall be oppressive. Any wage lower than the reasonable and adequate compensation for the services rendered shall be deemed oppressive and is hereby prohibited." This means that each case must rest on its own facts. The law has not been in operation long enough to determine its effectiveness.

The Wisconsin law defines a minor as a person under twenty-one years and the law is operative as to minors.

Statement of Dr. C.H. Mayo
on MATERNITY AND INFANCY
January 30, 1929 to Congressman Newton

"Federal aid to states for maternal and child hygiene activities is justifiable and advisable to reduce the excessive mortality rate among mothers and infants. I am heartily in favor of the Newton bill especially if appropriation is used for educational activities under advice and cooperation of physicians especially state health officers.

p. 9223, House Hearing, January 1929.

*Dr. Irvine McQuarrie, Chief of pediatrics, U of M
wrote Senator Wesley Jones in favor of S. 572
in February 1932*

(COPY)

Letter from Dr. Woodard Colby to Senator Jones

December 16, 1931

Senator Wesley Jones
United States Senate
Washington, D. C.

My dear Senator Jones:

I am very glad to hear that the Maternity-Infancy measure, to which you have given such notable support, is being introduced early in the session. Unless a renewed opposition occurs, it ought to be successful.

There is, as you know, a growing consciousness on the part of the medical profession that we have tended too well to our duties of caring for the sick. To put it briefly, two ideas seem to have dominated us--to ascribe disease to a cause and to search for a restorative remedy. And since we have been so occupied in the discovery and treatment of disease it may not have occurred to all of us that removal of cause in the field of medicine must involve public health measures. There was never a time when the need of a law such as you are sponsoring was more imperative than at the moment. County health services and county nurses are being given up in all parts of the country because of financial inability to maintain them. Poverty and disease are twin scourges--usually, though not always, born in the order named. Poverty is here, and if the maternity and infant death rates in the United States are not to skyrocket in the next year or so, a Federal program of coordinated endeavor for health education must go on.

Anticipating an early victory and wishing you well in the New Year, I remain

Very sincerely yours,

Woodard Colby
Pediatrician

University of Minnesota
The Medical School
Minneapolis

December 16, 1931

Senator Wesley Jones
United States Senate
Washington, D.C.

My dear Senator Jones:

As a teacher of obstetrics I wish to add my voice in support of the bill S 572, which you have introduced into the United States Senate.

When it was originally passed, I was a supporter of the Shepard-Towner Act for child and maternal health. I have had the opportunity of observing the great benefits of the administration of maternal and child health in Minnesota under the provisions of that Act.

The maternal death rate in the United States is alarming. Approximately twenty thousand American mothers lose their lives every year, as the result of their pregnancy and delivery. Of these, about three fourths are due to infections, contracted at delivery, or to toxemias (poisoning) which arise during pregnancy. Nearly all these deaths are preventable.

To accomplish this prevention it is necessary to educate the public, and I am compelled also to say the medical profession, in the proper care of these women to save the mothers, who have been unnecessarily sacrificed on the altar of neglect. Because of the lack of prenatal care, mothers die in childbirth and babies are born dead, or die in the first week of their lives. These deaths could be prevented.

The bill introduced to you, S 572, provides for such education, and I, therefore, wish to express my support of it because it would save the lives of American mothers and save precious babies for future citizenship.

Very respectfully yours,

(Signed) J.C. Litzenberg

Jennings C. Litzenberg,
Professor and Chief,
Dept. of Obstetrics and Gynecology,
University of Minnesota

THE CHILDRENS HOSPITAL

311-315 Pleasant Ave.
Saint Paul, Minnesota

December 16, 1931

Senator Wesley Jones
United States Senate
Washington, D. C.

Dear Senator Jones:

I am informed that you have introduced a bill containing provisions similar to the former Sheppard-Towner Act. Because I have been for several years in close contact with the work as it is administered in this state, I am glad to express to you my approval of such a bill.

I have long been impressed with the value of education among the masses of the people and especially among mothers, resulting in immense benefit to the health of children. I realize that there has been some misunderstanding on the part of a few physicians having the old attitude that before anything can be done for a child it must first get good and sick. But even the country doctor is gradually finding out that those who have been reached by education such as your bill provides for are the one who bring their children regularly to the physician for examination, as the ignorant do not do. Prevention is comparatively new in medicine, but of course the great future of medicine will be preventive medicine.

The uniform dissemination of information regarding the health of mothers and babies from the Children's Bureau in the Department of Labor during the years from 1922 to 1929, clearing to individual mothers through the state departments of health have proved to be of great value.

You may register me as decidedly in favor of the continuation of the use of federal funds for such work as that provided for in your bill.

Sincerely yours,

Walter K. Ramsey, M.D.
Associate professor,
School of Medicine
University of Minnesota

February 1931

Letters Illustrating Benefits Under
MATERNITY AND INFANCY WORK IN MINNESOTA

Note: The following are a few of the hundreds of appreciative letters written by Minnesota mothers to the Division of Child Hygiene of the State Department of Health. They suggest the value of the activities carried on by this Division created in 1922 under the stimulus of the federal (Sheppard-Towner) Maternity and Infancy Act of 1921. This act terminated in 1929. A new federal law must be enacted by the Congress before federal cooperation in promoting and financing this work in the states is again possible.

April 1, 1930

My doctor recommended this bureau as the finest source of information that can be got in regard to the preparation for motherhood. Please send me any pamphlets which you have that will help me during this time and afterwards. I am six months pregnant. I thank you for your trouble.

December 1930

The doctor in a town bordering a county that had a series of classes in Maternity and Infancy Hygiene, conducted by Division of Child Hygiene, expressed his appreciation of the O.B. package to one of the former class members who was assisting him at a home delivery. He said it was like delivering in a hospital. Seven of the packages were used in that community during the two months following the course of instruction.

January 26, 1931

We are anxious to arrange another series of classes in the North Country for Miss Alexander (of the Child Hygiene Division staff). The classes she conducted under your supervision were so effective that we shall count it a very great privilege for our people, and for other communities, to have such assistance again.

January 1931

A nursing committee member came into the county nurse's office for a committee meeting. She has signed up for the Maternal and Infant Hygiene course conducted by the Division of Child Hygiene and reports much enthusiasm shown in her community toward the prospects of this course. Fifty women in her rural community have signed up for the course.

January 30, 1931

I've wanted to write to you for a long time, to tell you I have a big baby boy born Dec. 9, 1930. I want to thank you for the letters you sent me during the period, and they sure were of great help, as I don't know what I would of done with out them. I'm sending for some literature on the care of the baby on the card I'm inclosing. Very thankfully yours.

April 5th, 1929

I have been favored with the correspondence course in the Hygiene of Maternity and Infancy composed of fifteen lessons which proved very helpful and for which I am most grateful. Baby is now three months old and I have been informed that your department also supplies a course in "care and feeding of children" which I am most anxious to obtain. This being our first child I feel it quite necessary to seek all help possible since babe must be artificially fed. Thanking you for past consideration, I am

August 23, 1928

I have been receiving your monthly publications on prenatal care and I can't tell you how much they are appreciated. Will you kindly tell me about the course in the "Hygiene of Maternity and Infancy" which is open to me? Thank you in advance, I remain, Your devoted reader.

October 21, 1928

I must thank you for your wonderful letters. I don't know what I would have done without them. This is my first baby and I did not know much and had only friends to ask. I have a nice healthy perfect baby girl she was 7 and a quarter lbs when she was born. I was at the hospital and had wonderful care. I feel just fine myself. The baby is doing pretty good she had the colic the first 3 weeks, but thats past now. I would be awful thankful for any good literature. I have a lot to learn.

MINNESOTA'S WORK FOR MOTHERS AND BABIES

In 1922 Minnesota organized a Division of Child Hygiene in its State Department of Health to take charge of the work for mothers and babies made possible for the first time with the assistance of federal aid under the Sheppard-Towner Act. (Order from state headquarters The Nation's Concern for Mothers and Babies - 15¢ - with facts on the discontinuance of federal aid in 1929.)

The state program of work dates from July 1, 1922. The 1923 legislature appropriated \$15,000 a year for the biennium, receiving the same amount from the federal government plus \$5000 a year provided to states accepting the terms of the act. The 1925 and 1927 legislatures raised the amount appropriated to \$21,000, thus matching the maximum federal grant available to Minnesota. The 1929 legislature responded to the plea of interested women's groups and increased the state appropriation to \$33,000 to compensate in part for the withdrawal of federal aid after July 1, 1929. This was in addition to \$10,000 a year for work among the Indians administered by the Division of Child Hygiene. Even so there was a decrease of \$4000 a year in the total budget over that available when federal aid was received. The 1931 legislature again slightly increased the state appropriation, making a grant averaging \$33,900 a year for maternity-infancy work, with an additional appropriation for Indian health work. Minnesota is now spending some \$3100 a year less than it had in the four years from 1925 to 1929 when federal funds were available to the states.

It is interesting to note that in the total of more than 4½ million dollars received by Minnesota in federal aid for highways, national guard, education, forests and fire prevention, the maternity-infancy item up to 1929 constituted the smallest of all, or six-tenths of one per cent of the total.

Maternal and Infant Mortality in Minnesota

In Minnesota in 1930, 254 women lost their lives from causes related to childbirth and 2457 babies died before reaching one year of age. Many factors must be taken into account in interpreting such figures but it is a recognized fact that many infant deaths under one year are due to causes having their origin in the care and condition of mothers during pregnancy and confinement. The mortality from all causes among infants of mothers who died within a year of childbirth has been found to be between four and five times the rate among other babies; and the deaths from causes peculiar to early infancy has been over seven times as great for babies who lose their mothers within a year, as for others. These facts gain in significance in view of the fact that deaths of mothers from causes related to childbirth are now largely preventable. The needless waste of life among mothers and babies due to ignorance and isolation may therefore be prevented by such work as that described here, if it can be continued over a period of years.

Minnesota Activities

The staff of the Division of Child Hygiene consists of Dr. E. C. Hartley, director; Olivia T. Peterson, superintendent of public health nursing; three field nurses, one pre-natal nurse and three Indian nurses. At this time one additional nurse is employed part-time. This staff conducts the following educational services reaching directly or indirectly the 87 counties of the state.

A CORRESPONDENCE STUDY COURSE consisting of fifteen lessons in the Hygiene of Maternity and Infancy is available to any woman in the state over eighteen years of age. The course is issued through the regular channels of the Extension Division of the University, thus relieving the Division of extra clerical work. It may be taken by women individually or in groups. Where there is a public health nurse or some other person qualified to lead the group, this method is encouraged. At the end of each lesson is a set of ten questions that are answered and returned for correction. Up through December 1930, 10,442 women in the state have registered for this course.

PRENATAL LETTERS: A series of nine letters containing advice and instruction for expectant mothers has been prepared. Names are referred by physicians, public health nurses or friends, as well as received direct from individual women. The fact that many physicians of the state are using these letters for all their expectant mothers shows that they fill a real need. Up through December 1930, 9,193 women have received this series of letters.

MOTHERS' CLASSES: Classes in maternity and infancy hygiene are conducted by the field nurses in the Division staff. These classes date from 1928 when they began to replace the prenatal clinics held in cooperation with local physicians, which were discontinued entirely after that year. More mothers can be reached by the mothers' classes without the expense and difficulties involved in conducting clinics. Testimony to the value of the classes is seen in the numerous requests for them resulting in the Division's now being dated up for classes more than a year ahead. The help of a committee of local women or of an organization such as the County Farm Bureau is needed in making advance arrangements so that when the Division nurse arrives, she can devote her whole attention to instruction. It is recommended that each class consist of twelve or more women and that groups be formed in five or six places in the county to make it worth while for a Division nurse to be assigned. She meets with each group approximately once a week over a period of eight weeks. Up to date mothers' classes have been conducted by Division nurses in 32 different counties of the state with a total attendance of more than 5588 women. In other counties local nurses have conducted classes using the Division's plans and material. The discontinuance of public health nursing services in county after county in Minnesota, under the plea of tax reduction, increases the need for this part of the Division's work.

LITTLE MOTHERS' CLASSES: Realizing that any program for the promotion of the welfare of mothers and babies must include instruction to young girls, who are the mothers of the future, the Division has promoted the formation of Little Mothers' Classes throughout the state. The cooperation of local club women has greatly aided this part of the program. Whenever possible, the introduction of Little Mothers' Classes into the schools as part of the curriculum is encouraged. In an increasing number of instances definite evidence has been seen of the value of the class work in mothercraft given to high school girls. As young mothers they show unusual intelligence in taking up questions of the care of their children. Up to December 1930, 7430 certificates had been issued to girls completing the course while many more had received some part of the instruction.

MATERNAL AND INFANT WELFARE WORK AMONG THE INDIANS OF THE STATE: Six public health nurses are now employed to work among the Indians in Minnesota, of which there are approximately 14,000. Three of the nurses are supported by the federal Indian Bureau and three by the state. The nurses are all under the direct supervision of the Division of Child Hygiene. The incidence of tuberculosis, venereal disease and trachoma is very high among the Indians. They are amenable to health teaching, however, and as a result of the nurses' work by far the larger percentage of the women are now either being hospitalized during confinement or having a doctor during delivery. They are also anxious to learn how properly to care for their babies.

INSTRUCTION IN STATE TEACHERS COLLEGES: The class work carried on by the Division for a number of years has finally resulted in the inclusion of these courses in the curriculum of several of the colleges. It can readily be seen that such courses may have far-reaching effects in rural communities to which the students go as teachers.

CONTACT WITH LOCAL PUBLIC HEALTH NURSES: Cooperation with county and school public health nurses has grown constantly closer. These local nurses help in the distribution of the Division's printed material and assist in various other aspects of its educational work in the maternity-infancy field. The Division of Child Hygiene is the only state agency to which local public health nurses may look for general supervision and help. The Division has prepared a uniform report form now used by public health nurses throughout the state. The series of conferences for public health nurses held under its auspices may also be mentioned as a Division service directed to raising the standards of local public health nursing.

A central committee, advisory to the county nurse, with sub-committees in various parts of the county, has been found of great value in promoting more sympathetic understanding and support of the nurse's work. A wider distribution of the printed material supplied by the Division is also made possible. Evidences of the wider contacts which the Division has been building up during the past two years is indicated by the great increase in the printed material distributed during these years.

PRINTED MATERIAL distributed up to September 1928 totalled 958,404. By December of 1930 this total had reached 1,602,846. (See attached catalogue of material available for free distribution from the Division of Child Hygiene.)

THE HEALTH COUNCIL
of the City of Minneapolis and the County of Hennepin

Hon Wm. F. Kunze, Mayor,
Honorary Past President
Thomas F. Wallace - - President
Dr. Henry Wireman Cook Vice President

Dr. Willis Endsley-Secretary
Chas. H. Briggs - Treasurer
Dr. Richard Olding Beard
Executive Secretary

324 Citizens' Aid Building
Minneapolis, Minn.
Main 5275

December 14, 1931

The Honorable Wesley Jones, Senator
The United States Senate
Washington, D. C.

My dear Senator Jones:

I am gratified to learn of your recent introduction of a Bill, known as Senate File No. 572, making provision for the continuance of the Maternity and Infant Hygiene work under the United States Children's Bureau and in support of the County Health Unit Measure, which has interested us all so much.

I want to assure you that the necessity for the revival of the Maternity and Infant Hygiene program has never been so urgent as it is today. The existing financial depression is interfering very seriously with the Public Health Nursing Service in this and adjoining States, upon which the prosecution of maternity and infant welfare so largely depends. Not only do we need the impetus such Federal support would give, but we need also the stimulus to State appropriations and to active work in this field which such a measure, passing the Senate and the House, will afford.

I am anxious that you should know that this conveys my personal endorsement as well as the approval of The Health Council of The City of Minneapolis and the County of Hennepin.

Wishing you all success in your continued efforts in behalf of this project, I remain

Very sincerely yours,

R.O. Beard
(Signed)

Executive Secretary

ROB-PH

Minnesota League of Women Voters
214 Marquette Avenue, Minneapolis

May 1962

QUESTIONNAIRE
To Candidates for UNITED STATES HOUSE OF REPRESENTATIVES

Name _____ Party _____

Residence _____

1. PROTECTION OF MATERNITY AND INFANCY: Do you favor a measure to assure cooperation by the federal government with the states for the promotion of maternal and child hygiene, with administration of the act by the United States Children's Bureau? _____
2. PUBLIC EMPLOYMENT SERVICE: Do you favor an effectively co-ordinated system of federal and state employment offices in which system there is due regard for the interests of women? _____
3. PUBLIC WELFARE IN GOVERNMENT: Do you recognize the value of the services of the U. S. Children's Bureau? _____ the United States Women's Bureau? _____ and the Bureau of Home Economics? _____ Would you oppose appropriation cuts which would seriously hamper the effectiveness of their service in these times of economic need? _____
4. MUSCLE SHOALS: Do you favor the development of Muscle Shoals under governmental auspices in the interest of the public welfare inasmuch as the United States already has a large investment of public money in it? _____
5. FEDERAL SUFFRAGE IN THE DISTRICT OF COLUMBIA: Do you favor an amendment to the Constitution which would provide for giving residents of the District of Columbia the right to vote for President of the United States and representation in the Congress? _____
6. LEGAL STATUS OF WOMEN: Will you oppose the so-called "Equal Rights" or "Blanket" Amendment which threatens the welfare of women workers and endangers existing legislation? _____
7. Do you favor making women eligible for jury service in Hawaii? _____

June 1932

(7)

On Juries in Hawaii

(Extracts from Article by Miss Gladys Harrison
in Woman's Journal for December 1929)

Who serves on juries in Hawaii? "Male citizens" only, and the Congress of the United States alone can remedy the situation. That is because the discrimination is written into the Organic Act itself, which the Hawaiian legislature is powerless to change. The interesting thing is that not only do the women of Hawaii want the discrimination removed, but the legislature of the Territory has twice memorialized the Congress to this effect.

What lies back of this appeal to Congress? Several factors, of course, and fundamentally the self-respecting conviction of women that they should be citizens in fact as well as in name, not merely on Election Day but on all the days of the year. An immediate factor is an alarming increase of sex crimes, coupled with difficulty in securing convictions and adequate sentences under the present system. In all such crimes a child, a girl, or a woman is involved and, as a complaining witness, is called upon to testify before the jury, which under the present law is composed of men only. The Hawaii League of Women Voters points out that investigation has shown 384 cases in four years with 135 convictions.

A picturesque background for this agitation is recalled by a glimpse into Hawaiian history to the days of native rule under which women occupied places of responsibility and public trust. Not only did women serve as queen, as is well known, but there were women ministers of state, and women were admitted to membership in the upper house--a right which Canadian women have only just now secured and which is still resisted in Great Britain. It was only after the middle of the Victorian century, when Caucasian civilization became dominant in Hawaii, that words excluding women from participation in public affairs began to be written into law.

The right and justice of having women serve on juries are so plain that in almost every state where it has not been conceded, the League is making this a major interest. The National League of Women Voters is glad to have a direct hand in this effort by supporting a bill now in the Congress H. R. 8391. This would amend the Organic Act for the Territory in the section relating to juries by striking out the word "male" as a qualification of "citizens" eligible to serve and by providing that juries should be constituted without reference to sex. It is already provided in the Act that juries must be constituted without reference to race or place of nativity.

National League of Women Voters
532 Seventeenth Street, N. W.
Washington, D. C.
September 6, 1932

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See p. 2

CONGRESSIONAL NEWS LETTER NO. 10

In the Interim
Appropriations for the three Women's Bureaus

As the next session of the Congress will be the "short session" much of the time between December 5 and March 4 will be occupied with discussion and debate on appropriations for the fiscal year beginning July 1, 1933. Recently the heads of the various Bureaus have submitted to the Cabinet Member heading their Department estimates of the appropriations they deem necessary to carry on the work during that fiscal year. These estimates, which are not now made public, have been transmitted to the Director of the Budget, Colonel J. Clawson Rood. Between now and the opening of Congress it is his task to confer with the department heads and bureau chiefs and with others who may be concerned and attempt to balance the budget on the basis of needs and the anticipated revenue. This enormous job will be completed on paper and his recommendations made to the House Committee on Appropriations at the opening of the Congress. (All appropriation bills must originate in the House.) That committee will wrestle with the figures all over again, hold public hearings at which time advocates of particular projects will appear in behalf of items related to them. The committee will have the task of offsetting increases made in one place by economies in another. Eventually the result of their deliberations is submitted to the floor of the House, then to the Senate Appropriations Committee, then to the floor of the Senate (with an opportunity for modification in each stage) then to a conference committee of both the House and Senate, and finally back to each body for a final vote.

Already there is a cry for greater economies. The need for cutting this and that is heard on every hand. It is, therefore, even more important than usual for those concerned with the support of the three "women's bureaus" to present their reasons for supporting adequate appropriations for these bureaus. On August 24 there was a hearing held in the office of the Bureau of the Budget in the Department of the Treasury when representatives of ten national organizations spoke in behalf of these appropriations. Those who listened to the arguments were: Colonel Rood, Mr. Melvin Jones, Assistant to the Director, and Mr. Guy F. Allen, Executive Assistant. There were three speakers at this joint hearing: Mrs. Harris T. Baldwin, Chairman of the League's Department of Living Costs, spoke in behalf of the appropriation for the Bureau of Home Economics; Miss Selma Borchardt, Vice-President of the American Federation of Teachers, for the Children's Bureau; and Miss Matilda Lindsay of the National Women's Trade Union League, for the Women's Bureau. Miss Gwen Geach, the League's Congressional Secretary, presided at the hearing and introduced the speakers.

The amounts requested for the Women's and Children's Bureaus were the same as those amounts approved by the House Appropriations Committee (later cut by the Congress) for this past year - \$179,900 for the Women's Bureau, \$395,500 for the Children's Bureau, and for the Bureau of Home Economics, the same amount as was appropriated for the fiscal year 1932-1933, \$233,365. A similar form of argument was made by each speaker. Briefly it was (1) since increased demands are made upon these bureaus as a result of the depression, their work would have to be curtailed if the appropriations were cut, (2) that the work

of these bureaus is primarily concerned with the health and welfare of women and children, and (3) that because of increased demands made upon these bureaus in the past year without increase of funds the regular work has been handicapped and certain parts of the work have been discontinued entirely. These are valuable and necessary types of work and should not be discontinued indefinitely.

Following the hearing the organizations which appeared left signed statements with the director of the Budget stating briefly the argument presented orally. Here is a paragraph on behalf of the Bureau of Home Economics:

"The most pressing problem which many women faced during the past year was to provide adequate food for their families in the face of diminishing income. Proper food, good health and morale are all inseparably linked. Recognizing this, the Bureau of Home Economics inaugurated a special service on low-cost diets. The influence of this in the prevention of pellagra, malnutrition of children and other borderline conditions is impossible to estimate definitely. However, more than a million copies of the publications included in this service have been used by relief agencies, social workers, extension agencies and individuals."

Here is one from the statement on the Children's Bureau:

"In no way can a nation - particularly a democracy - build more wisely for the future, we believe, than in the conservation of its childhood. The Children's Bureau came into being to meet this need. In times of depression like the present, the demands on such an agency are increased many fold. While we fully realize the need for economy, our organizations throughout the country, looking to the alleviation of suffering among children and building a better and healthier citizenry, feel that curtailment of appropriations for this Bureau at this time would hamper our work in the states to a degree which would constitute an extravagance rather than an economy."

Here is an excerpt from the statement made on behalf of the appropriation for the Women's Bureau:

"The original basic law and organization of the Women's Bureau clearly recognized changing industrial conditions under which women must work. These conditions have changed, and furthermore, such wage earners have in the last ten years increased by 2,500,000 women. We trust that the Budget Bureau will justly evaluate this increase of nearly 25 per cent in the service to be rendered by the Women's Bureau."

It is generally recognized that economies will have to be made but in accordance with a Platform for the League of Women Voters the League is prepared to oppose false economies. The Platform declares for:

"Maintenance of standards and opposition to destructive 'economy' which threatens essential services such as public schools, public health nursing, child welfare, labor inspection and agricultural extension services; which threatens commissions and agencies designed to lower living costs and prevent unfair trade practices; and which threatens the status of women in governmental employ."

The League will watch the appropriations of the three federal bureaus until their final enactment and will oppose any reductions proposed which would curtail the very necessary work of these human welfare agencies. -- G. G.

Minnesota League of Women Voters
Department of Women in Industry

November 1933

THE NEW HOUR LAW AND ITS OPERATION

Address at 1933 Convention by Florence E. Burton, Director,
Division of Women and Children, State Industrial Commission

The task of the League of Women Voters in securing the passage of the 54 hour law was a slow, undramatic, long range effort. It is obviously the responsibility of every community now to become informed on this legislation. It was apparent to anyone who reviewed the activities of the Division of Women and Children of the State Industrial Commission during the last eight years, especially those activities relating to the enforcement of a very inadequate hour law, under which Minnesota operated, that all could not be left to the generosity of the individual employer. I personally appreciate the fact that many employers were much more progressive than were our state laws. Nevertheless, the beneficial effects of such managements were more than offset by hundreds of employers who failed to grasp the need of a shorter working day for employed women, or to understand the strain under which modern industry operates.

The 54 hour law, which automatically went into effect July 1, ended years of confusion as to just what regulation of hours women in Minnesota really were subject. Unfortunately the 54 hour law came out of the legislature a somewhat emasculated measure because it failed definitely to cover certain large groups of employees, including office girls, telegraphers, and persons engaged in seasonal canning. It likewise failed to place any limitation upon the length of the working day. This leaves Minnesota among those states legally permitting a 12 and 14 hour limitation. Nevertheless, we have finally placed ourselves among the 36 more progressive states of the United States which have eliminated the barbarism of the 70 and 80 hour week which legally prevailed in restaurants and hotels in towns under 20,000.

I have sometimes thought that we sacrificed some public support in offering such a compromise bill in Minnesota. As elsewhere the depression so intensified our fears that we did not dare to come out for a more drastic measure than this modest remedial measure which was enacted into law. We wished so much to offer something to the legislature that would not antagonize any group, that we in short only asked for what many employers were most willing to give. The general acceptance of the short working week in the NRA, and in the various industrial codes, is convincing evidence that we might have risked a bolder attack upon the existing order.

What has Minnesota done about this new law? Very decidedly the battle did not end during those last few hours of the legislature when so many efforts were made to weaken our law by amendments. We found that in spite of the widespread unemployment during the early part of 1933, many employers were increasing their hours of work, as well as reducing their wages. While the nation was clamoring for a 30 hour week, while other legislatures still in session were attempting to pass a 48 hour regulation, there were those who still opposed our modest regulation of 54 hours.

It is indeed unfortunate that, since July 1, many of our written complaints of long daily hours in restaurants are anonymous, and consequently it is impossible to let the complainant know that notwithstanding the fact that we have a 54 hour week we do not have a daily limitation of 9 hours, nor do we have a one day rest in seven. Nevertheless, these reports, from small towns largely, brought to light undesirable hour schedules, and these upon investigation showed definite violations of the 54 hour law.

In June, we notified hundreds of employers of the new law by mailing out abstracts of it. There were immediate requests for interpretations and opinions, which we secured from the office of the Attorney General with most gratifying speed. One referred to our jurisdiction over kitchen and dining room employes in a private school and in an old folks home. We were informed that the regulations applied to those employes. Another referred to the application of the law to office employes in stores and wholesale houses. We were informed that they were not subject to any regulation of hours.

We have thus far had only one prosecution. This was a manufacturing establishment in St. Paul, a firm which had been previously notified of the provisions of this new act. The case resulted in a conviction and the imposing of a \$25.00 fine for the employment of approximately 20 women a 67 hour week. We have also notified three county attorneys out in the state of cases of definite evasion of the law by local restaurants and a produce house. We have had some difficulty in obtaining compliance with the provision relating to the keeping of a time record. I am especially glad that this regulation was incorporated in the law since it is of inestimable value to the investigators of our department in making a check of the hours actually worked by employed women.

We had scarcely launched upon the enforcement of this new regulation when the President's Re-employment Agreement swept aside this very modest regulation, and as industry after industry had its code approved and signed, it would have seemed that our work in the enforcement of this law would have been very much decreased. As a matter of fact, that has not been the case because we are constantly finding restaurants displaying the NRA insignia and yet working their girls over the 54 hour regulation. Incidentally under the Restaurant Code, 48 hours is the limitation. We are also finding codes permitting exemptions not consistent with the 54 hour law. In the case of towns under 2500, no maximum of hours is even mentioned under the NRA for establishments employing not over two employes. As you know, our law is state-wide, and there is thus a conflict in such cases.

For my own part, I believe in this 54 hour law for employed women primarily because I believe in the principles underlying this type of legislation. I believe that the government must assume some responsibility for the hours of the workers. I am aware of the fears that are entertained in these nervous days of pressing additional burdens upon business and industry. I regard, however, the 54 hour bill as a protection not a burden upon industry. I can not see how maintaining sound, ethical labor standards can be detrimental to a State.

The success of the President's Re-employment Agreement lies in a shorter working week. There may be those who may obtain some immediate advantage, but I am convinced public opinion will not permit the jeopardizing of a program of such genuine industrial reform including such matters as hours and wages.

We have come to a certain national regulation of hours for employed men and women, no longer merely to prevent the exploitation of defenseless women--defenseless because they are not organized--but we have come to the regulation of their working hours in the interest of the general public. The Industrial Commission faces the future, conscious of its responsibility, knowing that any program to be of value to the employe must also be of value to the employer. I think the Industrial Commission faces the future a little more optimistically because we are fortunate indeed in having the support and understanding of so intelligent a group as the League of Women Voters.

OUTLINE FOR STUDY OF MATERNITY AND INFANCY WORK IN A COUNTY

Because we realize that public health nurses are essential in a community if a comprehensive maternal and child health program is to be carried out, it is necessary to obtain information about your public health nursing service in any attempt to evaluate the maternal and child health work being done. The public health nurse is the trained worker to carry on an educational program in maternal and infant hygiene.

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1. How many trained public health nurses are there in the county?
2. By whom are they appointed and by whom paid?
 - a. County Commissioners
 - b. Local School Board
 - c. City or Village Board
 - d. Red Cross Board
 - e. Other voluntary group
- 3.* What percentage of the time of each nurse is spent on prenatal, infant, or pre-school work? Each year for past five years.
- 4.* How many individuals in these groups are reached by the nurses? Get the information by years for the past five years if possible.
- 5.** How many classes in Maternal and Child Hygiene have been conducted in the county either by the local public health nurses or by nurses from the Division of Child Hygiene?
- 6.** How many pieces of printed matter on Maternal and Child Health have been sent into the county by the Division of Child Hygiene each year for the past 5 years?

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* Information may be obtained from the annual reports of the nurses.

** Information may be obtained by writing to the Division of Child Hygiene, State Department of Health, Millard Hall, University of Minnesota Campus, Minneapolis.

COORDINATION OF PUBLIC WELFARE ORGANIZATION

1. What is meant by public and child welfare?

The attempt of the government to care for people who are unable to care for themselves. It includes:

- a) Institutions - for the insane, blind, feeble-minded, etc.
- b) Aid - services, care, or money help to widows, old people, ~~unemployed~~, children, and various handicapped groups
- c) Unemployed.

2. How has the public welfare problem changed within the last few years?

A hundred years ago most handicapped people found their common refuge in the county poorhouse. Gradually special groups were singled out for special care. Child welfare has long been a special field. More recently we have seen the development of cash assistance to old people and unemployment relief. The problem of unemployment and the passage of the Social Security Act have brought the Federal and state governments into a picture that was until a few years ago largely a local one. Welfare services have enlarged so rapidly within the last few years that a great network of welfare agencies have developed, each giving its own special type of care.

3. What is the recent history of public welfare organization

In Minnesota before 1932 there was no state help for people in need unless they were eligible for some one of the institutions under the Board of Control. By then the financial structure of localities was unable to support the growing burden of unemployment relief. Loans obtained from the RFC (Reconstruction Finance Corporation) by the governor to relieve distress, had to be ratified by the 1933 legislature. These loans were administered through the Board of Control and could only be used for direct relief.

In May 1933 national responsibility for unemployment was recognized and the FERA (Federal Emergency Relief Administration) was set up, which functioned through a SERA (State Emergency Relief Administration) and local county boards of public welfare. The funds of this organization were used both for direct relief and an extensive program of work relief.

In January 1935, President Roosevelt announced that "the Federal government must and shall quit this business of relief". A new program was started wherein the federal government was to assume responsibility for the unemployed employables, those victims of a nationwide economic crisis beyond the power of any state or locality to remedy. The unemployables were to be returned to the care of the localities whose charge they had always been. By the end of the year, WPA (Works Progress Administration) was in full swing, a federal organization with local administration giving work on projects selected by the community but approved by the federal government. Unfortunately, this program has never been large enough to take care of all the employables.

To aid with the unemployables the National Social Security Act was passed giving grants-in-aid to certain classes of these. Grants-in-aid are funds given on condition that the locality raise a specified amount and conform to certain standards of administration.

Consequently, we have now in Minnesota:

- a) Direct Relief - administered by SRA under the Executive Council

- b) Unemployment Relief - WPA - a federal organization - workers must be certified from relief rolls
- c) Social Security Activities under the State Board of Control
- d) Institutions administered by the State Board of Control

4. How are Public Welfare Activities Administered in Minnesota

a) The Federal Government working through state and local representatives, assumes responsibility for WPA, in which workers are certified from relief rolls, and for Rural Rehabilitation work, which makes loans to farmers for capital goods, etc. The State WPA administrative head is applied by Federal Government.

b) In the State we have:

- 1) Executive Council (composed of the Governor, State Treasurer, State Auditor, Attorney General, and Secretary of State) responsible for:

State Relief Administration - composed of a Director and Field representatives. This agency allocates state relief funds appropriated by the legislature to the counties. In 53 counties this relief is administered by the county. In 34 counties it is administered by townships.

War Veterans Relief Agency

- 2) State Board of Control - Composed of three full-time members, one of whom must be a woman, appointed by the Governor with the consent of the Senate for overlapping terms of six years, with salaries of \$4500. It is responsible for:

State Institutions

Children's Bureau - supervises adoptions, placements, feebleminded, etc.

Old Age Assistance - supervises grants to aged.

Division of Coordinated Field Service - composed of 16 field workers who supervise child welfare services in the counties, advise as to policies and personnel, supervise WPA certification from relief rolls, and attempt to effect more coordinated county set-ups.

c) Locally

- 1) Board of County Commissioners - Composed of five elected Commissioners who constitute the governing body of the county for levying taxes and administering county governmental functions. Responsible for all public welfare activities touching the county and using county funds.
- 2) Child Welfare Boards - Composed of 5 members as follows: County Supt. of Schools, one member from Board of County Commissioners, three members appointed by State Board of Control, two of whom must be women. These members serve without pay.
- 3) County Relief Boards, poor commissions, etc. - Extra legal agencies composed of representatives from the Board of County Commissioners and citizens interested in welfare work.
- 4) Old Age Assistance Agencies - Composed of local investigator appointed by Board of County Commissioners with the consent of the Division of Old Age Assistance under the Board of Control.

5) Probate Judge - elected official who acts as juvenile court judge in all but Hennepin, Ramsey, and St. Louis Counties, and administers aid to dependent children (mothers' allowances) under supervision of State Board of Control.

6) Township poor boards administering relief in the 34 township-system counties.

5. What are the defects of the present public welfare set-up?

a) Administration by elective officials. Elective officials should confine their activities to policy-making. Actual administration should be done by qualified people chosen on a merit basis, without regard to politics.

b) Treatment of relief as an emergency problem. The recognition of relief as a permanent function of government should lead to its inclusion in the public welfare administration to avoid duplication and to secure efficiency and economy and to develop a long time plan.

c) Lack of Coordination. There is a great deal of overlapping of functions and division of responsibility among the various administrative agencies. It would be possible for one family to be separately visited by investigators for five different agencies, and just as possible for the family to be without needed help because each agency considered another one responsible.

6. What questions must be decided in framing a more coordinated Set-up?

a) How can adequate standards be maintained? It is essential that qualified personnel be employed in social work. It is a specialized field and cannot be administered efficiently by untrained individuals, however kind and well-meaning they may be. It is also essential that relief grants be reasonably adequate, and that investigation, record-keeping, etc. have a certain amount of uniformity. In all these respects, the state agency should set minimum requirements for the receipt of state aid.

b) How can local responsibility be safeguarded? It is only a few years ago that the local units were largely indifferent in the welfare field. It was only when government funds were involved that they became interested. It is natural that they should be alarmed at the intrusion of the state, feeling that they no longer control their own situation. Local units should handle the actual administration of welfare work, complying with certain minimum standards for personnel and procedure which the state welfare department establishes. It is necessary to have certain standards to insure that local community boards are following accepted practices and are employing qualified workers. Allowance must be made for the difference in communities (and especially the differences between rural and urban communities). Localities differ and know their own resources and their own special problems as no one else can. Local citizen boards interpret a program two ways: they interpret the state program to the community and they interpret their community to the state administration.

c) How can public welfare work be "kept out of politics"? It would indeed be splendid if a simple answer could be found to this question. In general, this should be helped by (a) the use of appointed rather than elected people on advisory boards, these boards to appoint the actual administrators; (b) the use of the merit system with strict qualifications for administrators and staff; (c) the inclusion of all welfare activities under one coordinated and responsible set-up.

7. What organizations are working on welfare coordination in Minnesota?

The Rank and File - an organization of social workers
Minnesota Assn. of Welfare Workers - an organization of rural workers
Minnesota Conference of Social Work
American Assn. of Social Workers
Minnesota State Planning Board
Interim Committee of the State Legislature

3. What proposals for Coordination are under consideration?

a) The Local Unit. There is general agreement that the county, or in the case of small counties, a combination of counties, is the best sized unit for local administration. The township is too small. There should be one county welfare board, composed of non-political laymen interested in welfare work, as well as elective officials. The non-elective board members should have the approval of the state welfare unit. This Board should then appoint one qualified director as its executive. The Director should also have the approval of the state welfare agency, since state aid makes it necessary for local and state units to work together harmoniously. The board may have sub-committees on child welfare, old age assistance, and relief, but all functions are tied together in one general board and one staff. The State Relief Administration moved in this direction in 1935. Public Welfare Boards to administer relief had child welfare Board members serving on them, and in some counties met on the same day with the Child Welfare Board and with the County Commissioners, so that joint problems might be discussed.

b) Field Service. One field service should operate between the local and state units. The Division of Coordinated Field Service under the State Board of Control is now attempting to achieve further coordination in the counties.

c) The State Unit. Three Set-ups affecting coordination are possible in Minnesota:

1) A Department of Public Welfare to administer all welfare functions. The American Public Welfare Assn. advocates this as the ideal plan, and the Minn. Chapter of the American Assn. of Social Workers has gone on record as feeling that it would be ideal for Minnesota. Such a Department would be headed by an unpaid board of seven to nine citizens interested in social welfare, appointed by the Governor with the consent of the Senate, and would form policies and define standards. This Board would appoint a Director of Public Welfare qualified by training and experience, who would be the executive head of all state welfare work; institutions as well as services reaching into counties would be coordinated.

2) A Department of Public Welfare as described above to administer all non-institutional welfare work (relief, child welfare, old age assistance, etc.), the State Board of Control to continue to direct the state institutions. This may prove a more practical plan for Minnesota, in view of the long record of excellent performance by the State Board of Control.

3) All activities centered under the direction of the State Board of Control. This would involve much less changing of the present set-up, but experts, such as the American Assn. of Social Workers and the Minn. Conference of Social Work, consider this plan less desirable than the other two. The three-headed paid board, it is felt, does not center responsibility as would one director. The practice of appointing the

paid executives directly by the elected officials fosters political partiality. Having the paid executive appointed by an unpaid advisory Board would be a better plan.

9. What is the League of Women Voters doing about it?

The League has been concerned with adequate child welfare services since its organization, and since 1932 has also been concerned with the efficient administration of federal, state, and local relief. Since child welfare services and assistance to those in need both involve dealing with families and individuals in their homes, it has become apparent that unified public welfare agencies, state, and local, offer the best organization for giving assistance to children and adults who need help from the community. The League advocates coordinated federal, state and local organization for public welfare in order to enable government to discharge its responsibilities. The first essentials of such a system are that it be directed by trained and efficient personnel, that it be adequately supported and that state and local functions of the organization be carefully defined and their services effectively coordinated.

On its Program of Work for 1936-37, therefore, the Minnesota League places "Coordinated State and Local Organization for Public and Child Welfare Services" under "Continued Responsibilities - For support when necessary". This means that the League should be prepared to judge the various plans that will be submitted to the state legislature in January, and to work for the inclusion of the best features in a state law. This item appears on the program of the Departments of both Government and Economic Welfare and Government and Child Welfare.

REFERENCES ON WELFARE COORDINATION

Organization for Public Welfare, By Mrs. Mangold and Miss Edith Rockwood, National League of Women Voters, Price, 25¢

Suggested State Legislation for Social Security, American Public Welfare Assn., Price, 25¢

Minnesota's \$30,000,000 Welfare Labyrinth, Chart by Walter Finke, Free

The Memo, published monthly by the Division of Coordinated Field Service, State Board of Control

Social Welfare Planning as it Applies to Family Needs, by Benjamin Youngdahl.

Watch also for material from the State Planning Board and from the Interim Committee of the legislature, which must make a report in December.

MINNESOTA'S MINIMUM WAGE LAW

The first Minnesota bill covering minimum wage provisions for women and minors was introduced in the 1911 session of the legislature. It failed of passage, but this failure did not prevent the groups and individuals sponsoring it from going ahead with plans for its future consideration. Armed with facts, under the leadership of Father John A. Ryan of the St. Paul Seminary, friends of minimum wage legislation had another bill introduced in the 1913 legislative session. There was little opposition to the bill, which passed with a vote in the House of 61 to 10. Nineteen thirteen was a year when there was considerable agitation over the relationship of white slavery to low wages. It was also a year of much reformist legislation throughout the United States, such as mothers' pension and workmen's compensation laws. The same year several other states passed mandatory minimum wage laws.

In accordance with the provisions of the law, a Minimum Wage Commission was set up, and advisory boards, representing the public, employers and employees, were appointed by the Commission. Among outstanding members representing the public were Father John A. Ryan, Miss Gratia Countryman and Miss Emily Child. Outstanding representative employers were Samuel Dittenhofer and George Dayton, retailers. Public hearings were held during 1914. Discussion of wage rates were heard and questionnaires were filled out by employees.

On October 23, 1914, the first six minimum wage orders were issued. Immediately a temporary injunction was asked by two manufacturers to have the law declared unconstitutional.

From November 18, 1914 until December 21, 1917, the law was not enforced pending an opinion from the Minnesota Supreme Court, the Ramsey County District Court having held the law unconstitutional. In the meantime, the Oregon minimum wage law had gone to the United States Supreme Court in 1917, and its constitutionality was upheld by a split decision. It is possible that the delay in handing down a decision in the Minnesota case was due to waiting until the United States Supreme Court had spoken on the almost identical Oregon minimum wage law. At all events, immediately afterwards the Minnesota Supreme Court held the Minnesota minimum wage law constitutional by a unanimous decision.

The Minimum Wage Commission again continued to act with the assistance of new advisory boards, serving without pay. It was difficult sometimes to have employees serve on these boards because they were afraid of jeopardizing their standing as individual employees. This fear was reflected in the case of one working woman on the mercantile board who voted against an adequate minimum wage law. Father Ryan concluded that the experience was an indication that "..... this measure of industrial democracy is not practically attainable where working women are unorganized and have not developed a spirit of industrial solidarity and class loyalty." Credit for the accomplishments of these boards must be given to the groups of women's organizations who were willing and courageous enough to support and fight for a living wage for women employees.

There was pressure both from the outside and within the membership of the boards to keep the minimum wage as low as possible. The establishment of the principle of wage differentiation between urban and rural localities was established in wage

orders. This has not been used generally in other states.

In 1920 another case reached the Minnesota Supreme Court and again the validity of the law was upheld. Court action the following year once more interfered with effective enforcement. The law stated that "wherever practicable" minimum wage orders should be sent to each employer. The Minnesota Supreme Court held that an employer could not be held responsible for conforming to the requirements of the order until it had been proved that he had received a copy. An amendment to the law was passed in 1923 making publication and filing of orders with proper local officials sufficient notice to employers.

In 1921 the powers and duties then by law vested in the Minimum Wage Commission were transferred to the Industrial Commission as part of the functions of the Division of Women and Children in the Department of Labor and Industries.

In 1923 the minimum wage law of the District of Columbia was held unconstitutional by the United States Supreme Court. This threw into doubt all of the state laws on this subject throughout the country. It is interesting to note that where the minimum wage law had become a recognized part of the industrial picture through years of enforcement, the employers associations united in the efforts which were made to protect it. The secretary-manager of the Manufacturers and Merchants Association of Oregon, for instance, sent out a mimeographed letter to all of the employers of the state in which he said:

"The purpose of this bulletin is to plead with all employers of Oregon to still acknowledge the authority of the Industrial Welfare Commission's rulings, and in no case deviate from them, nor in any instance where a higher wage is now being paid, to reduce such wage to the minimum; but on the contrary where production and efficiency justifies it, rather to increase the wage."

The large associations of employers in California, including retail merchants, jobbers, manufacturers, canners, laundrymen, etc., posted bulletins and otherwise gave publicity to the fact that they would abide by the ruling of the Industrial Welfare Commission. In Minnesota, however, the state law was attacked as being unjust and unconstitutional by United States Supreme Court decision.

The Minnesota Industrial Commission through the Division of Women and Children continued checking payrolls and seeking to make adjustments where wages were paid less than the minimum prescribed by its decree under legislative authority. Very shortly another case appeared in the state courts and was carried to the Minnesota Supreme Court. This case involved the application of the law to minors only. The Supreme Court decided that, since the United States Supreme Court had not nullified the law for minors, the part of the law involved in the case under consideration was valid. The court stated, however, that no decision could be given in this case on the portion involving adult women. Since there has been no adverse decision on the validity of Minnesota's minimum wage law, it has remained on the statute books. It is interesting to note that even now there are employers who think that the minimum wage law still applies to adult women.

In 1925 an employer refused to make adjustments to adult women employees. The chairman of the Industrial Commission thereupon wrote the Attorney General asking whether, in view of these decisions, failure to pay the minimum wage to a woman over 18 years was a violation of the minimum wage law. An Assistant Attorney General replied that "in our opinion said minimum wage law is not enforceable in its application to the employment of female persons over 18 years of age." On this

authority the Industrial Commission ceased to enforce the law as applied to adult women. Mary Watkins Dietrickson, writing in the "Minnesota Woman Voter" expressed the view of those who disapproved of this method of ceasing to carry out the provisions of the law:

"Our Supreme Court has upheld the Minnesota law in all cases appealed to it. No one contends that an opinion given by an attorney general's office has the force of a court decision, and still our law as applied to women has ceased to be enforced."

The wage order regarding minors now in effect is the one adopted in 1921. For workers of ordinary ability who live in cities with a population of 5000 or over, the wage order specifies a wage of \$12.00 per week of 36 to 48 hours, plus 25 cents for additional hours. For those in smaller cities, the wage order specifies a wage of \$10.50 per week of 36 to 48 hours, plus 21½ cents for each hour over 48 hours. A lesser wage is fixed for learners.

In 1936 the United States Supreme Court invalidated the New York law very specifically for adult women. The situation today is much the same as it was in 1925. The minimum wage law is being enforced for minors, girls under 18 years and boys under 21 years of age, and its enforcement is supported by apparently favorable public opinion. The provisions of the law as it applies to adult women, however, are still a part of the law of the state, never having been declared unconstitutional. For five successive sessions of the legislature efforts to amend the law so that a minor female may receive equal protection with minor males up to the age of 21 years have been made and have failed. If girls could receive this wage protection to their 21st year by changing the age of majority from 18 to 21 for purposes of the minimum wage law, thousands of girls who are now receiving less than the minimum would receive a subsistence wage. The number of minor girls employed in Minnesota who are under the age of 18 is indeed negligible.

Minnesota's minimum wage law has been an effective means of maintaining wage standards for minor males up to their 21st year. This is indicated by the fact that thousands of dollars in minimum wage adjustments are paid annually to male minors. During the last two years \$13,726.83 has been collected for 416 males, while only \$297.79 was collected for 33 females. The present inequality between male and female minors could and should be corrected by the passage of an amendment which would raise the age of majority for girls from 18 to 21 for the purpose of enforcement of the minimum wage law.

The fight for the protection of women wage earners against ruthless exploitation continues. Some legal method of achieving minimum wage regulation will doubtless be arrived at which will stand the test of constitutionality, since able lawyers and labor authorities are now actively engaged in finding a new basis for minimum wage legislation. If, however, we are unable to extend to adult women the benefits derived from the minimum wage law, it would seem that this proposed amendment to the law, which has been introduced in various sessions of the legislature since 1925, is worthy of consideration and support at this time. The beneficiaries of any minimum wage law are very largely young girls who are without organization and must, therefore, turn to government to obtain such desirable objectives as reasonable hours of work and a living wage.

-- by Florence Burton, Industrial Commission, and Neeta
Larson, University of Minnesota

Mr. Ueland
October, 1937

PROTECTIVE LEGISLATION FOR WOMEN WORKERS

What is meant by protective legislation?

Laws which set minimum standards for working conditions, and hence protect the worker from exploitation. Hours and wages are the two factors given most attention, altho protective legislation may include prohibition of night work, regulation of conditions of light, ventilation and sanitation, and the prohibition of certain occupations to women.

Why are women in industry in special need of protective legislation?

1. Women in industry differ from men in that they are largely unorganized, and hence have not availed themselves of the protection of collective bargaining. They have been in industry only a comparative/short time; most working women are young, feel that they are working only temporarily, and are not interested in organization.

2. Women in industry differ from business and professional women in that the latter compete individually. Their skilled training and the limited number in any particular line limit the field of competition for the professional woman. The industrial women competes "in mass". There are millions like her, easily replaceable one with another. The problems of the two classes of women are distinct and should not be confused. What means equal opportunity for one group of women means unequal opportunity for another.

Is it possible for protective legislation to work a hardship on women workers?

The argument is sometimes made that if women can work only under certain conditions, employers will prefer to employ men, and the laws that are meant to help will really work a hardship on the woman worker. This is not true. A great deal of the work done by women is work for which men are not adapted - sewing, for instance, and merchandising women's apparel. In cases where men and women work at the same occupation, the woman's wage, even with the protection of legislation, averages 60% of the man's. Even in piece work, the rate for women is lower than that for men.

Does protective legislation work a hardship on the employer?

No. The majority of employers welcome standards as a safeguard against the few cut-throat competitors who make it difficult for progressive employers.

What is the status of protective legislation in Minnesota?

1. Hours. Women may not work more than fifty-four hours a week in any "public housekeeping, manufacturing, mechanical, mercantile, or laundry occupation, or as a telephone operator". The standard hour bill recommended by the Women's Bureau of the U. S. Department of Labor provides for a forty hour week and an eight hour day. Minnesota's law is weak also in that it provides no daily limitation on the number of hours. It is also limited as to the classes of employees covered. Office workers do not have the protection of a maximum hour week.

2. Wages. Minimum wages "to ensure a decent standard of living" are recommended for various industries to the Industrial Commission by an advisory board consisting of five representatives of management, five of labor, and an eleventh elected by these ten.

All laws protecting women in industry in Minnesota are administered by the Women's and Children's Division of the Industrial Commission.

References:

Industrial Standards for Women Workers - Edith Rockwood - National League of Women Voters publication, 15 cents.
Various publications of the Women's Bureau, U. S. Department of Labor.

Minnesota League of Women Voters,
914 Marquette Av., Minneapolis
March 1938

Price - 10 cents complete

Study Outline

STATE WELFARE REORGANIZATION

Material attached

- *State Welfare Reorganization with Charts, MLWV
- *Direct Relief in Minnesota, MLWV
- *Four sheets on Social Security Services, MLWV
- Summary of Progress, Social Security Board
- Social Security leaflets

Essential references

- ** Public Welfare Administration under the Social Security Act, by Fred K Hoehler
15 cents (available from state League headquarters, or found in
Public Welfare Administration packet, National LWV)

Additional references

- Report of the Committee on Social Security and Public Welfare,
Minnesota State Planning Board
- Legislative Manual
- Minnesota Public Assistance, published monthly by the State Board of Control
- Articles in the Survey and other periodicals
- Social Security in America, Social Security Board, 75 cents

Note: Each member of the group should own the sheets indicated * At least
one member of the group should have a copy of **

First Meeting

Trends in Public Welfare Administration

1. What public welfare services are now being performed by federal, state, local governments? How widely has the federal Social Security program been adopted throughout the country? In our state?
2. What are the essentials of a good state system of public welfare administration? What form of organization should be set up to administer public welfare services?
3. Discuss standards of personnel and administrative procedure recommended for public welfare departments.

References

- Public Welfare Administration under the Social Security Act - Hoehler
- Social Security Board material

Second Meeting

Minnesota's Public Welfare Administration

1. Organization
 - Board of Control How appointed? Are they compensated? Number of members? Length of terms? Duties, administrative and supervisory? Names of members of present board. What are the divisions? Duties and responsibilities of each division?

State Relief Agency Executive - How chosen? To whom is he responsible?
Name of present executive?
Staff - How appointed? How large?

2. Functions

By what state agencies are the following services administered? (If by the Board of Control, specify whether they are within or separate from the Unit of Public Assistance.)

Old Age Assistance	Direct Relief
Child Welfare	Correctional activities
Crippled Children	Work Relief
Aid to Dependent Children	Supervisory services of local public welfare departments
Aid to the Blind	
Institutions	Other services

Compare the organization, personnel standards and method of administration in our state welfare department with that described in Hoehler's pamphlet.

References

State Welfare Reorganization, with charts
Legislative Manual

Third Meeting

Welfare Services

(Two or more meetings may be devoted to this topic if time permits)

Answer the following questions for Old Age Assistance, Aid to Dependent Children, Services to Crippled Children, Child Welfare Services, Direct Relief.

(It is suggested that each service be assigned to a different member of the group to report. Copy of the law relating to each benefit would be helpful)

Who is eligible to receive each aid? Amount of assistance granted? How determined? Name the federal, state and local agencies who administer the law, and the character and functions of each. What is the relationship to other public relief agencies in each case?

Give the amount appropriated for each program in your county in the last fiscal year? What proportion of this amount came from federal funds? from state funds? from local funds? Was it adequate to the need? Was it the maximum amount available under the Social Security Act?

How many employees are there in the state administration of each service? How are they selected? Is there any provision in the law for selection on a merit basis?

References

Four sheets on Social Security Services, MLWV
Direct Relief in Minnesota, MLWV

Fourth Meeting

Putting Your Information to Work

What groups are working on reorganization of Minnesota's state welfare set up? Follow the progress of their plans.

Give the recommendations of the State Planning Board for reorganization. What improvements can you suggest in the organization set-up of Minnesota's state welfare administration? In the administration of services? In personnel qualifications?

DIRECT RELIEF IN MINNESOTA

1. What is direct relief?

This welfare program is sometimes, and very aptly, called "Residual Relief", for it means relief to all those in need who are not eligible to any special aid, - the transients, the unemployables, the jobless for whom there is no place within WPA quotas; and to those whose public assistance grants or WPA wages must be supplemented to maintain a minimum subsistence budget.

2. How is it administered?

A. In the State, by the State Relief Agency, under the supervision of the Executive Council (which is composed of the Governor, Secretary of State, State Auditor, State Treasurer and Attorney General).

B. Locally:

- (1) in fifty-seven counties, by county welfare boards
- (2) in fourteen counties, on the township system of poor relief, the county welfare board has varying degrees of extra-legal authority for relief.
- (3) in sixteen counties, the townships and villages administer all residual relief.

3. How is it financed?

Prior to 1933, such people were the responsibility of local governments. From 1933 to 1935, FERA (Federal Emergency Relief Administration) acting through SERA (State Emergency Relief Administration) provided a combination of federal, state and local funds. In this set-up, direct relief was combined with an extensive program of work relief. In 1935 WPA (Works Progress Administration) was set up to give work to employables. Federal aid for residual relief was then withdrawn. However, as all employables have not been taken care of under WPA, the state has had to continue to aid local relief administrations.

4. How much does it cost?

\$11,640,440 was spent on direct relief in Minnesota in 1937:
5,297,343 by the State
6,343,097 by local units

5. On what basis are funds allocated to the counties?

On the factors of relief cases per thousand population, relief cost per capita, delinquent taxes, per capita debt, and assessed valuation.

6. How many families and individuals come under this program?

There was a total case load of 44,782 in December, 1937, receiving a monthly average of \$29.21. This represents 32,786 families and 11,996 single persons, or a total of approximately 152,854 individuals. Of the total case load, 4,978 were receiving supplemental assistance, that is, direct relief in addition to WPA or public assistance grants to maintain minimum subsistence budgets.

7. How is eligibility determined?

When a family applies for relief, their budget for food, and so on, is made out. If their income is less than a minimum budget, the balance, or budget deficiency, is supplied from relief funds.

Actually, conditions vary greatly from one local unit to another. Many budgets are below the state minimum standard for food. Clothing, shelter, medical aid, and so on, in many places are given only in emergencies.

8. What is the personnel of the State Relief Agency?

The State Relief Agency employs approximately 85 people, many of them engaged in work incidental to the operation of WPA projects to which the State is supplying a part of the sponsor's contribution. The administrator is appointed by the Executive Council, the governmental body to which the State Relief Agency is responsible. The districts of the field service correspond to those of the Division of Public Assistance of the State Board of Control, each of the Relief districts comprising two Public Assistance districts.

HOW DOES THIS PROGRAM AFFECT YOUR COMMUNITY AND YOU?

Visit the office of your County Welfare Board to determine:

If you are in a township system county - how many local subdivisions have you? have the townships delegated authority to the county welfare board? to what extent?

What is the procedure of investigation? What budget is used? How is this computed? (How much per person for food, how much for rent, for fuel, for clothing, for medical expense.) Is this adequate?

How many families received relief in your county in the last month? What was the average grant?

How much did your county appropriate for relief in the last year? How much did it receive from the state?

MINNESOTA'S MINIMUM WAGE LAW

Minnesota's minimum wage law, after twelve years of non-enforcement with regard to adult women, was declared fully operative and valid in April 1937. In 1923 and again in 1936, the U S Supreme Court had held it unconstitutional to require an employer to pay a woman a living wage. The reasoning was that such a law conflicted with the "due process" clause in the Constitution ("nor shall any state deprive any person of life, liberty or property, without due process of law") by interfering with the freedom of contract. However, the Supreme Court, by holding the Washington state minimum wage law constitutional in March 1937 reversed these previous decisions. This decision automatically restored all similar state laws, including that of Minnesota, to full effect.

Minnesota is now one of 25 states having minimum wage laws for women and girls. Practically all important industrial states are included, and about three fifths of all women workers are estimated to live in states with such legislation.

Analysis of the wage orders issued by these states shows that, for the most part, the industries covered are of a local intra-state character such as laundries, dry-cleaning places, restaurants, beauty parlors and retail stores. The Federal wage and hour law does not touch these women because the Federal government only has jurisdiction over inter-state commerce. However, the Federal law does not prohibit states from establishing minimum wages for interstate industries that are higher than the wage established under the Federal act.

What is a minimum wage? Section 4232, Mason's Minnesota Statutes of 1927, defines it as "wages sufficient to maintain the worker in health and supply him with the necessary comforts and conditions of a reasonable life." The law is administered by the Industrial Commission as part of the functions of the Division of Women and Children.

The reinstatement of the wage law carried with it Wage Order No. 12, issued in 1921, with a minimum wage of \$12.00 in the three large cities, down to \$10.25 for towns under 5,000 population. According to the U S Bureau of Labor Statistics, this rate does not meet the present cost of living.

The Industrial Commission undertook to set a new wage rate in keeping with the present cost of living. In June 1937, they appointed an advisory board composed of five representatives of employers, five representatives of employees, these ten choosing one more person as chairman and to represent the public.

This board made a thorough study of the cost of living and made recommendations which were adopted by the Commission, who then issued Wage Order No. 13, effective in July, 1938, covering all industries. In this order cities and towns are divided into four classes according to population. The wage rate, based on a 36 to 48 hour week, was set at:

Class A	\$15.00	for towns over 50,000	(Minneapolis, St. Paul, and Duluth)
Class B	13.50	" " " 5,000 and under 50,000	(such as Winona)
Class C	12.00	" " " 3,000 " " 5,000	(such as Northfield)
Class D	11.00	" " under 3,000	

Hourly rates, ranging from 36 cents to 24 cents were set for hours over 48 and below 36 hours per week. Lower rates were set for learners, and minors under 18 years. A sliding scale of deductions, according to size of community, for room and meals furnished by employers was allowed, as follows:

Classes A and B: For room, \$2.25; for meals, 25¢ per meal, not to exceed 21 meals
 " C and D: " " \$2.09; " " 21¢ " " " " " " " "

These rates are lower than wages paid by many employers, and lower than union wage scales.

Temporary injunctions were obtained against the enforcement of Wage Order No. 13 by litigants representing the laundry, restaurant, needlecraft industries and a telegraph company. They plead that the blanket order was unfair and illegal since the statute provided for a separate advisory board for each industry. It was contended also that the actual cost of living varies with different industries. Also there was difficulty in the spread of hours, 36 to 48 hours being included in one wage rate, with hourly rates for hours above and below this. The needlecraft industry felt a wage difference according to size of community resulted in unfair competition. Consequently the Industrial Commission is holding separate hearings for each of these industries and will issue separate wage orders for each.

The telegraph company has already reached an agreement with the Industrial Commission whereby the women are to be paid \$15.00 according to the Wage Order, and the messenger boys 25 cents an hour, in accordance with the Federal wage and hour law.

However the other industries settle their difficulties, the studies of this advisory board on the cost of living will be useful to evaluate the wage rates as they are set up.

This advisory board studied about 150 actual budgets of working women, entirely dependent upon themselves for support and earning less than \$20 a week. They had reports from the staff of the Women's and Children's Division of the Industrial Commission, who went out through the state and made a survey of the cost of suitable rooms, meals, and clothing and other needed commodities and services. They studied reports of newly set up wage rates in other states and studies of living costs made by various U S Departments, such as the Bureau of Home Economics and the Women's Bureau of the U S Department of Labor.

A Typical Weekly Budget based on living costs in the three large cities:

Board and lodging	\$7.80 (two girls in one room)
Clothing.	2.90
Beauty Service. . . . .	.45
Clothing upkeep . . . . .	.45
Medical and dental service. . . . .	.55
Carfare . . . . .	.90
Recreation and vacation . . . . .	.60
Philanthropies. . . . .	.25
Insurance and savings . . . . .	.55
Accessories . . . . .	.20
Self-improvement. . . . .	.35
	<u>\$15.00</u>

Board and Lodging The staff of the Women's and Children's Division found the average price of rooms in the big cities to be about \$3.40 apiece for two girls in one room. They priced food at popular priced cafes and found the cost of sufficient food to maintain health was from 90 cents to \$1.00 per day. This would make a weekly total of \$8.70 to \$9.40, yet this budget allows only \$7.80.

Clothing Testimony at hearings brought out the following fact: \$2.90 per week, or \$150.80 per year, represents what the average working woman spends on clothing.

Beauty service For beauty service and personal care, \$.45 per week, or \$23.40 per year is allowed. Interesting testimony was that of the manager of an employment agency who said that unless girls were above the average in appearance there was no use trying to get them jobs as waitresses. Beauty service is no longer a luxury, but is demanded by public standards and by employers.

Clothing upkeep This would have to include dry cleaning and laundry, shoe repairs, etc

Medical and Dental service The amount allowed in the budget is 55 cents per week or \$28.60 per year. The American Medical Association estimates that there should be an allowance of \$36.00 per year for the average person - this may be more than sufficient some years, but other years, expenses for teeth, glasses and sickness go far beyond. This \$36 does not include the cost of drugs and medicine. The executive secretary of the Minnesota Dental Association also testified as to the effect of neglected teeth on health.

Carfare Note that the item for carfare (90 cents) allows only for travel to work and back six days of the week but nothing extra for Sunday or evenings.

Recreation and vacation This 60 cents per week must include the cost of any transportation necessary.

Philanthropies There are many institutions, such as church and community fund, that depend on public contributions for support. A reasonable wage should allow working women to contribute.

Insurance and savings All employees at present pay 1 per cent of their wages for Old Age Insurance; the balance of 40 cents has to cover other savings and insurance. It has been found that the average working woman carries \$500 straight life insurance at a cost of approximately 22 cents per week.

Accessories This 20 cents would cover such miscellaneous items as stationery, stamps, pens, and pencils, gifts and cigarettes.

Self-improvement 35 cents would cover such items as newspapers, magazines, dues for clubs and evening classes.

Of course the allocation of funds will differ with the individual. Women working in laundries, for example, are said not to need beauty service. However, as a class they are older and need to spend more money for dentistry, glasses and medical care.

The point was also made that it was to the interest of an employer with good labor standards to see that his business is not undercut by low-wage industries, and also that when girls had to patronize cut-rate services, for lack of funds, they were perpetuating low wages in other groups.

The testimony on the whole brought out the fact that, with careful planning, a minimum of \$15.00 a week in the large cities was sufficient to live on if work was continuous, but with a smaller wage, a deficit would result.

The League of Women Voters supports protective legislation for women workers in the social interest. Although ultimately women's place in industry may be sufficiently strengthened through their own organization, since the danger of their exploitation is great and the resulting hazards to the race are serious, it remains true that meanwhile women stand in need of special legislation as a curb on sweat-shop conditions of work and inadequate pay.

MINNESOTA STREET TRADES LAW

The Street Trades Law, passed in 1921 and amended in 1933, is an act to regulate occupations of children in streets and public places of cities of the first, second and third class.

Provisions

1. No girl under eighteen years shall sell or distribute newspapers, magazines, or other articles on the streets or in public places.
2. No boy under twelve years shall sell or distribute newspapers, magazines or other articles on the streets or in public places.
3. Boys between 12 and 16 years, after obtaining a street trades badge from the school authorities, are permitted to sell from house to house or on the streets from 5 a.m. to 8 p.m. when schools are not in session. (This law applies to vacation periods as well as outside school hours.) Any boy who has received a permit and badge may sell after 8 p.m. extra editions of daily newspapers provided he does not violate the city curfew ordinance.

Badges

A boy applies to the school authorities, and upon compliance with all requirements for the issuance of an employment certificate and upon proof of age and physical fitness, he is granted a permit and badge. Twenty-five cents must be deposited with the city treasurer for the use of the badge. Badges must be displayed while boy is working; they are not transferable, and are good only in the cities where they are issued. A permit or badge may be recalled if the child is delinquent, and if advisable the child may be required to surrender his badge and permit for a period determined by court.

Enforcement and Violation

The school attendance officers of the cities to which this law applies are charged with its enforcement. Any person knowingly and wilfully violating this law or aiding a child to violate it is guilty of a misdemeanor.

Carriers

This act does not apply to children of any age distributing newspapers, magazines, or periodicals to regular subscribers at their residences or established places of business.

Is the Street Trades Law being properly enforced in your city? The school authorities will give you the information.

If you live in a city less than 10,000, do you find there is any street trades problem in your community?

Note: A study of present-day conditions, to be used as a basis for the development of better legal standards and administrative methods in dealing with street work, is being made in many parts of the United States. There is an increasing tendency during recent years to engage boys as newspaper distributors under contracts so worded that they can be regarded as "little merchants" working independently and not as employees. Under this system the child is often at a serious disadvantage, working for long hours, often at night. He bears the burden of soliciting subscriptions and making collections and of losses occasioned by bad debts. He is denied the protection of workmen's compensation laws in case of accident.

Minnesota League of Women Voters
914 Marquette Ave., Minneapolis
January 1939

WHY ISN'T IT NECESSARY THAT ALL FIVE COUNTY COMMISSIONERS SERVE ON COUNTY WELFARE BOARDS?

It is contended that unless the five county commissioners serve, all the districts of the county will not be represented and their needs will not be met. County Welfare Boards are not administrative, but policy-making. Therefore, the decision as to who gets relief or public assistance should be left to a trained executive secretary who deals with all cases impartially on the basis of need--not locality.

WHY ARE COUNTY WELFARE BOARDS WITH ADEQUATE LAY REPRESENTATION MORE DESIRABLE THAN A BOARD OF ONLY COUNTY COMMISSIONERS OR WITH LAY MEMBERS A SMALL MINORITY?

1) County commissioners are already overburdened with official duties which they must carry in addition to their own private affairs.

2) County commissioners are a tax-levying body rather than specifically a planning body. Public welfare in the broad sense of the term demands comprehensive planning of a somewhat different type from the current business administration demanded of county commissioners as a body. A welfare board should develop into an expert planning group specializing in its field.

For a public welfare board to develop into an expert planning body, it is necessary that the composition of the board be drawn from diverse fields and according to principles impossible to maintain through the usual elective process.

3) County commissioners are already the recipients of much complaint and much pressure in the field of their regular administrative duties. Public welfare is particularly open to complaints and pressures which can be resisted or received with less personal and official cost by a board having non-elective representation. Lay representation helps withdraw public welfare from political controversy. Political factionalism is thus best prevented.

LABOR RELATIONS LEGISLATION AFFECTING MINNESOTA

Definition of Labor Relations The relations between employer and employee, or the representatives of either, as employer associations or labor organizations.

Labor Relations Legislation affecting Minnesota Two main acts:
1) The National Labor Relations Act, and
2) The Minnesota Labor Relations Act.

National Labor Relations Act This is an Act of Congress passed for the purpose of assuring the right of collective bargaining to employees, and applying to inter-state industries. It is administered by the National Labor Relations Board, which has two functions:

- 1) to conduct employee elections, and
- 2) to prosecute in the case of unfair labor practices on the part of employers.

Five such unfair practices are listed:

- 1) Employers' interference with workers' right to organize;
- 2) Employer domination or support of employee organizations;
- 3) Discrimination against employees for union activities;
- 4) Discharge of workers for filing charges under the Act;
- 5) Employers' refusal to bargain collectively with majority group.

Minnesota Labor Relations Act Passed, April 1939, for the purpose of providing conciliation as a means to industrial peace.

Conciliation Procedure It sets up the office of Labor Conciliator, and outlines the following procedures: Employers or employees wanting to change a collective bargaining agreement, or form a new one, must give written notice to the other party and negotiate with each other in good faith. The services of the Labor Conciliator may be called for by either party, if negotiations are not proving successful. If, after ten days' negotiation, strike or lockout is contemplated, notice must be served on the other party to the dispute and on the Labor Conciliator, who then attempts to bring about an agreement, calling both parties together for conferences, which it is their duty to attend. No strike or lockout may be called until ten days have elapsed after such notice is given.

The conciliator is a mediator and does not have power to force any settlement on either party to a controversy. Where conciliation has proved unsuccessful, and when both sides agree to do so, a dispute may be submitted to arbitration. Arbitration machinery is provided for in the Act.

In industries which the Conciliator has decided directly affect the public interest, the waiting period is extended by not to exceed thirty days, if the Governor appoints a fact-finding commission of three to hear testimony and make a written report.

Unfair Labor Practices

On the employers' part:

- 1) instituting a lockout in violation of a valid agreement being carried out at the time, or
- 2) without ten days' negotiation, and additional ten days' notice;
- 3) refusing to hire, discharging or discriminating against an employee for the purpose of encouraging or discouraging membership in a union;

- 4) discharging or discrimination against an employee for signing a complaint under the Act;
- 5) spying on employees;
- 6) "Blacklisting"

On the employees' part:

- 1) calling a strike in violation of a valid agreement; or
- 2) without ten days' negotiation and additional ten days' notice;
- 3) "sit-down" strikes;
- 4) during a strike, a majority of the pickets must be employees of the place being struck;
- 5) where no strike is in progress, one person may picket each entrance of the particular firm;
- 6) interfering with vehicles when neither owners nor operators are party to the strike;
- 7) compulsion or threats to make person join union or to strike.

It prohibits also interference with public roads or with exits or entrances to places of employment.

An employer may voluntarily enter into a closed shop contract where the union has a majority of the workers.

The Labor Conciliator may also be called in to certify the proper bargaining agent where there is such a dispute.

Comment The Act has been functioning only five months, is still regarded as experimental, and may need amendments later.

Employers as a whole express satisfaction with the Act, feeling that it will lessen strikes, and, while allowing labor its legal rights, will not permit labor racketeering.

Labor is more generally skeptical. It objects to the ten day waiting period, and feels that strike votes are often taken when no strikes are intended, as a matter of self-protection, should a strike seem necessary later. It is pointed out that the only recourse in the case of unfair labor practices is to the District Courts, which might give an advantage to the employer who usually has more funds to employ legal assistance and pay the costs of trial. Its skepticism may be partly explained by the fact that the original draft of the bill (the so-called Vance-Myhre bill) restrained labor union activities to a much greater extent, although the Act as finally passed had many of these features taken out.

There is general agreement, however, that so far and under the present administrator, the Act has worked no hardship and is functioning well. One hundred sixty cases, involving 16,000 employees, have been settled to the satisfaction of both sides.

References:

ABC's of Government and Collective Bargaining, 1937, Minn. LWV - 1 cent
 National Labor Relations Act, 1939, National LWV - 10 cents
 Bulletin No. 2, Division of Conciliation (may be obtained from State League office)
 Rules and Regulations for proceedings under Minnesota Labor Relations Act
 (may be obtained from Division of Conciliation, State Capitol, St. Paul)

Minnesota League of Women Voters
914 Marquette Avenue, Minneapolis
November 1939

Price - 1 cent

SUMMARY OF MINNESOTA JUVENILE DELINQUENCY ACT

The Act applies to dependent, neglected and delinquent children under 18 years of age. When jurisdiction is obtained before child attains age of 18, child continues under jurisdiction of the Court until child attains age of 21. Marriage of child does not affect the Court's right of supervision.

Delinquent child is defined by Act as "a child who violates any law of this state or any city or village ordinance; or who is habitually truant or incorrigible; or who knowingly associates with vicious or immoral persons, or who without just cause and without the consent of his parents, guardian or other custodian, absents himself from his home or place of abode, or who knowingly visits any place which exists, or where his presence is permitted, in violation of law; or who habitually uses obscene, profane or indecent language; or who is guilty of lewd or immoral conduct involving another person."

In counties over 40,000 population, except the Seventh Judicial District, the District Court has jurisdiction over cases arising under Act, and in all others the Probate Court has jurisdiction. Juvenile delinquents are brought before the Court on verified petition of any reputable person, including any agent of State Welfare agency or State Industrial Commission having knowledge of the child, whereupon Court issues summons setting time and place for hearing directed to person having custody or control of the child. The parents, if living and known, or the legal guardian if any, or if neither, then some relative shall be notified, and in any case the judge may appoint some suitable person to act in behalf of the child. Juvenile delinquents may be left with person having custody, or placed in detention home pending hearing.

Provision is made for paid probation officers in the larger counties and for unpaid ones in the others. The general probation and parole agents for the state can also legally handle juvenile delinquent cases, but are hampered in doing so by lack of appropriations. Those dealing with juvenile delinquency are convinced that not only is an adequate probation system necessary for the care and treatment of juvenile delinquents, but it is imperative that the social forces of each and every community be organized:

- (1) To maintain character building activities for children, and
- (2) To eliminate the undesirable elements in the social life of the community

Minnesota has two institutions for treatment of juvenile delinquents: The Training School for Boys, established in 1867, now at Red Wing; and the Home School for Girls, established in 1907, now at Sauk Center. (For details as to school population and physical equipment see last biennial report of State Board of Control.

Minnesota League of Women Voters,
914 Marquette Ave., Minneapolis
Revised - September 1940

Price - 1 cent

CHILD WELFARE SERVICES IN MINNESOTA

Minnesota's Child Welfare program dates back to January, 1917. The State Director of Social Welfare and the county welfare agencies are charged by statute with the protection of dependent, neglected, delinquent and illegitimate children. The Social Security Act made available to Minnesota in March of 1936 Federal funds to extend these child welfare services in the state.

Minnesota under an approved plan receives a federal grant of \$33,930.87 per year; \$10,000 is a basic rate to the state, and the balance is based on the number of rural children in relation to the rural child population of the United States. Counties to receive this federal aid participate financially in developing Child Welfare Services.

This grant is used to pay part of the cost of county child welfare services in areas predominately rural and to develop state services to encourage adequate child welfare organization.

It is administered -

Federally, by the U S Children's Bureau, thru the Division of Child Welfare
In the state, by the Bureau of Child Welfare of the Division of Social Welfare
Locally, by the County Welfare Boards, under supervision of the Division of Social Welfare.

WHAT ARE THE CHILD WELFARE SERVICES IN YOUR COUNTY?

1. What help does your county receive for Child Welfare Services?
 - a. What supervision does your county receive?
 - b. What staff exists in your county to meet the needs of children?
2. What is the county appropriation for Child Welfare Services?
3. How much time does the County Welfare Board give to the administration of Child Welfare Services? How much time does the executive secretary or other staff worker give?
4. What is the child welfare case load in your county?
5. How many children have been committed as feeble-minded?
 - a. How many have been institutionalized? Cost to county?
 - b. How many are on the waiting list? What is this cost to the county?
How many are under outside supervision?
6. How many licensed boarding homes are there in your county?
 - a. What requirements must a boarding home meet?
 - b. How many children are boarded? Who pays for their care?
7. How many delinquent children are there in your county?
 - a. How many are institutionalized? Cost to county?
 - b. How many are under guardianship? Under supervision?
8. How many unmarried mothers with children under eighteen years of age are there in your county?
 - a. In how many cases was paternity established?
 - b. What percent of unmarried mothers keep their babies?

(The above information may be secured from your County Welfare Board)

WHAT EVERY LEAGUE MEMBER SHOULD KNOW ABOUT
STATE AND LOCAL WELFARE ADMINISTRATION

What state agency administers welfare? The Division of Social Welfare has administered welfare since June, 1939. Article VII of the State Reorganization Act of 1939 provided for a Department of Social Security, consisting of

- 1) The Division of Employment and Security, which administers unemployment compensation and state employment services;
- 2) The Division of Public Institutions, which is responsible for the direction and management of state penal and correctional institutions, hospitals for insane, tubercular sanatoria, school institutions for feeble-minded and colony for epileptic, and other like institutions.
- 3) The Division of Social Welfare administers all other welfare services not included in 1) and 2).

What five units comprise the Division of Social Welfare?

- 1) Public Assistance and Welfare Services Unit includes the Bureau of Old Age Assistance, Bureau of Aid to the Blind, Bureau of Aid to Dependent Children, Bureau of Relief (Surplus Commodities, CCC Selection, Disabled War Veterans' Relief, WPA and NYA Certifications, Homeless Men's Camp), Bureau of Child Welfare (dependent, neglected, delinquent, illegitimate, and other handicapped children), Bureau of Appeals, and Bureau of Complaints and Referrals.
- 2) The Medical Services Unit includes the Bureaus for Crippled Children's Services, for Tuberculosis Sanatoria, for Hospitals, Jails and Lock Ups (Licensing and Supervision of Maternity Hospitals and Institutional Inspection), and the Bureau of Mental Hygiene (Feeble-Minded and Epileptic, Mental Examinations, Paroled Insane). The chief of the Medical Unit coordinates medical and mental hygiene services in all state institutions.
- 3) The Administrative Services Unit is made up of the Bureaus of Procedures and Systems, of Research and Statistics, of Personnel Procedure and Staff Development, of Office Management and Central Index. This unit also directs the field service staff of sixteen field representatives and sixteen case consultants who form the contact between the state agency and the county agencies.
- 4) The Audits and Finance Unit is comprised of the sections of Accounting, Auditing, Budgeting, Disbursing, and Accounting Surveys.
- 5) The Parole and Probation Unit.

How is the Division of Social Welfare integrated with the other divisions of the Department of Social Security? Each division is headed by a director appointed by the Governor. These directors make up the Social Security Board (the Director of Social Welfare acts as chairman) which provides a channel for exchange of information and services on problems common to these divisions.

What is the cost of administration of the Division of Social Welfare? For the fiscal year ending June 30, 1940, the cost of administration (including supplies, postage, etc.) of the Division of Social Welfare was \$687,507.18. This represents 2.89 per cent of the total funds (\$23,761,970.33) administered by the Division during that year.

(see other side)

How many are employed in this Division, and how many are under Civil Service?

As of June 30, 1940, there were 282 persons employed by the Division. All except the Director are under Civil Service. This includes 25 employees of the Parole Board. The figure does not include 24 county child welfare workers, part of whose salary is paid from federal funds administered by the Division under the Social Security Act.

How is welfare administered locally? Local welfare is administered by the county welfare board.

How are county welfare board members chosen? A county welfare board is composed of five persons; three, at least one a commissioner, are appointed by the county commissioners, and two persons, one a woman, are appointed by the Division of Social Welfare from a panel of names submitted by the Board of County Commissioners.* Lay members are appointed for overlapping terms of two years. Therefore, before the first of July of each year, the Board of County Commissioners must send a panel of five names to the Division of Social Welfare. (Terms of county commissioner members are also two years.)

What is the value of lay representation on these Boards? Public Welfare is particularly open to complaints and pressures which can be resisted or received with less personal and official cost by a board having on it members who are not elected officials. Such lay representation helps withdraw welfare from political controversy. It also gives an opportunity to use to full advantage the knowledge and viewpoint of citizens who have long been familiar with and active in county welfare problems.

What are the duties of the county welfare board? The duties are policy making and advisory. It supervises the work of the staff, administers all forms of public assistance (after a thorough investigation as to person's needs and eligibility under the law) and child welfare, and approves the annual budget to be presented to the county commissioners. It also is responsible for surplus commodities, referral to WPA, NYA, selection of CCC enrollees, FSA (Farm Security Administration) referral, and miscellaneous services.

Who selects the local welfare staff? The county welfare board appoints an executive secretary and such other assistants as are necessary.

Is there a merit system for local employees? A congressional amendment of 1939 to the Social Security Act requires that after January 1, 1940, the personnel in all county and state public assistance programs operating with funds obtained even partially under the Social Security Act shall be under a merit system. The federal Social Security Board has set up minimum standards but has said it will not interfere with details and will accept any reasonable plan. The time to get a merit system into operation has been extended till January 1, 1941. State employees are already covered by the state civil service law. Plans are under way for a merit system for county employees.

How is the local unit integrated with the state agency? One of the field representatives, servicing all programs of the Division of Social Welfare, usually attends the monthly meetings of the welfare board to explain state policies and procedures. Special case consultants on child welfare, relief and other assistance programs work with the field representatives upon request. The reports of the financial auditors are always available to the field representative. Bulletins, regional meetings, and correspondence also transmit policies of the state agency to the local unit.

*Except Hennepin, Ramsey, St. Louis, and Itasca

Minnesota League of Women Voters,
914 Marquette Ave., Minneapolis
Revised October 1940

Price -- 1 cent

MATERNAL AND CHILD HEALTH SERVICES IN MINNESOTA

Under the provisions of the Social Security Act of 1935, as amended August 10, 1939, financial assistance became available to the states for maternal and child health services as follows:

1. To each state - \$20,000.
2. To each state a portion of \$2,800,000, according to the number of live births in each state in relation to the total number of live births in the United States.
3. To each state a portion of \$1,980,000 allotted on the basis of excess infant mortality, excess maternal mortality, and sparsity of population.

The program is administered:

Federally, through the Maternal and Child Health Division of the Children's Bureau, United States Department of Labor

In the state, by the Division of Child Hygiene, with the assistance of the division of Public Health Nursing, both of the Minn. Department of Health.

Locally, through District Health Units and by the County Public Health Nursing Advisory Committees.

Minnesota's grant from the federal government for the 1940-41 fiscal year is \$98,056, and the Minnesota legislature appropriated \$19,000. The amount of aid available to counties varies from \$400 to \$1,000, according to the economic condition of the county.

County eligibility for supplemental aid depends upon:

1. Request to supplement local appropriations by Boards of County Commissioners;
2. Employment of a full-time certified public health nurse;
3. Direction of program by local/public health nursing advisory committee, set up in accordance with state law and including medical and dental representation.
4. An approved program in public health nursing, at least 50% of which shall be devoted to maternal and child health.

With the aid of Social Security funds, the Minnesota Board of Health has established four Health Units, composed of three to eight counties. A fifth unit serves the Chippewa Indians in the state. With the consequent closer attention to local problems a greater and more effective work can be accomplished than in areas without the full time service of the district unit staff. In counties not organized into districts, the Minnesota Department of Health provides service direct, including advisory service to the local nurse and nursing advisory committee or other employing agency.

The state program is promoted by:

1. Public Education

- a. Classes in Maternal and Child Hygiene and Mothercraft, Personal and Community Health and Home Care of the Sick.
- b. Correspondence course in Maternal and Child Hygiene
- c. Distribution to Minnesota residents of authoritative literature on maternal, infant, and child care.
- d. A program of dental health
- e. Nutrition education through pamphlets, lectures and demonstrations
- f. Lectures by members of the staff on subjects relating to maternal and child health.

2. Demonstrations

- a. Motion pictures, slides, exhibits, and other methods of visual education
- b. Special field demonstration in public health nursing, including delivery service and unification of local maternal and child health work.

3. Postgraduate education for professional groups:

- a. For physicians; annual course in obstetrics and pediatrics presented with the cooperation of the Medical School of the University and the Minnesota State Medical Association
- b. For dentists; annual course in children's dentistry and other subjects relating to public health, presented through the cooperation of the Minnesota State Dental Association.
- c. For public health nurses and nursing advisory committee members; annual regional continuation study series terminating in a three day Minnesota Public Health Nursing Institute.
- d. Special state-wide study of premature infant care.
- e. Teaching home delivery project, cooperatively conducted with the State Medical School.

4. Advisory Service:

- a. Through correspondence and field visits to physicians, dentists and public health nurses and their advisory committee.
- b. Group conferences with nurses and committee members
- c. Tabulation and summary of reports received from all local public health nurses.
- d. Placement service for public health nurses.

5. Supervision:

- a. Indian health work
- b. Special health projects and studies

WHAT ARE THE MATERNAL AND CHILD HEALTH SERVICES IN YOUR COMMUNITY?

1. Is your county part of a District Health Unit?
2. Does your county have a full-time public health nursing service?
 - a. What proportion of this service is given to mothers, infants and children?
3. What are the sources of local funds, and how are they spent?
4. What group instruction is given by other than local public health nurses?
5. How many home and school visits were made during the past year?

(Above information can be secured from local health agency)

Reference: Minnesota's Health Department, Minn. LWV, Sept. 1940 - 3 cents

UNEMPLOYMENT COMPENSATION IN MINNESOTA

When did Minnesota's Unemployment Compensation Law go into effect? It was passed in December 1936; employers began paying the tax in January 1937, and the first benefits were paid out in January 1938.

What employers are subject to the law in Minnesota? All employers of one or more in towns of 10,000 or over; in towns of less than 10,000, only employers of eight or more are subject. Exemptions follow those in the Federal law - farm laborers, domestic service, government workers, etc.

May this coverage be changed? A bill before Congress would include agricultural labor and government workers. Between 30,000 and 40,000 workers were exempted from coverage by the 1939 state legislature by excluding employers of less than eight in towns of less than 10,000. This may be brought up again at the 1941 session.

What type of fund has Minnesota? The pooled type; that is, one fund from which all benefits are paid. However, beginning January 1941, when merit rating becomes effective, employers will pay more or less according to the amount of unemployment they have had.

How does an unemployed worker go about getting benefits? As soon as he loses his job, he should register at the local employment office. To qualify for benefits, he must register every week thereafter as long as he continues unemployed.

How much must he have earned to qualify for benefits? About \$90 in each of two three-month periods of his base period. The base period consists of the first four of the last five quarterly periods.

What benefits does he receive? About one half of his former weekly wage, with a maximum of \$15 a week and a minimum of \$3.

If partially employed, may he receive benefits? If he is not earning as much as he would be entitled to in benefits, he may receive the difference between his earnings, less \$3, and full benefits.

How much can he receive in benefits in a year? Up to sixteen times his weekly benefit amount. Partial employment may extend the time during which benefits are given beyond sixteen weeks, however.

May a worker be disqualified from receiving benefits? Yes. If he has left his job voluntarily or because of a labor dispute, or if he refuses suitable employment offered to him.

When may a worker refuse to take a job offered to him? When the employment arises by reason of a labor dispute, or when working conditions are substandard.

In case of a disputed claim, may he appeal? The law provides for an Appeal Tribunal, consisting of a referee, a second member representing employers and a third representing employees. Appeal from the decision of this tribunal may be taken to the State Director and from him to the State Supreme Court.

(see other side)

What agency administers unemployment compensation? The Division of Employment and Security, whose director is one of three members of the State Social Security Board, appointed by and responsible to the Governor.

How are its employees chosen? On a basis of merit, under the Minn. Civil Service Law.

Where are its offices? The state is divided into nine districts, having headquarters at Minneapolis, St. Paul, Duluth, Bemidji, Virginia, Fergus Falls, St. Cloud, Rochester and Mankato. There are 39 full-time branch offices, 88 part-time offices, and 140 volunteer farm placement offices.

Is the Employment Service connected with the administration of Unemployment Compensation?

The same personnel administers both functions. The Reorganization Act of 1939 put full administrative authority in the hands of one director, and the two activities have been fully integrated within the division. This is most important, since unemployment compensation must be paid only when no job is obtainable.

Who pays for the administration of these services? Federal sources account for about 95% of the administrative funds; 4 1/2% come from the state, and certain communities contribute small amounts.

What is the extent of the Division's services? In 1939, the Division found jobs for 73,942 persons; during the first half of 1940 benefit checks were sent to about 72,000 persons.

HOW DOES THIS LAW AFFECT YOUR COMMUNITY AND YOU?

(The National League of Women Voters' kit, "Watching Unemployment Compensation Work" would be most helpful in connection with these interviews. Price - 25¢)

1. Make an appointment with the local manager and visit the nearest office of the Division of Employment and Security. Select a time when he is not too busy, so that you will get full information as to how the program is administered. Determine the number of employees and the basis on which they are selected; look over the forms used by applicants for jobs, the method of handling these applicants and the forms used in connection with unemployment compensation. Check especially into the facilities the office has for the scientific placement of job applicants and the extent to which the Division's representative is able to cooperate with employers insofar as their personnel problems are concerned. If possible, get from the Division's local office figures on the number of persons registered for jobs, the number of employers that make use of the employment service, the number of placements made and the number of persons to whom benefit payments were paid during the previous quarter.
2. Make an appointment with an employer to look over his system for recording necessary employment and payroll data. Note the type of his business, the amount of his labor turnover, and the effect that the Merit Rating program will have on his tax.
3. Make appointments with your local members of the legislature to determine their opinions of the present law, its administration and any proposed changes.
4. Make an appointment with an employee or a union representative to discover his opinion of the law and any proposed changes. It will be of interest to know his type of employment, its steadiness, and whether he has ever had to apply for benefits.

INDIANA LEAGUE OF WOMEN VOTERS.
Child Welfare Committee
Mrs. C. T. Boynton, Chairman

PROPOSED ORGANIZATION OF WELFARE BOARDS.

Dorothy G. Boynton,

I. State Board of Public Welfare.

1. Make-up of board.
 - a. Lay board, probably 5 members, known to be interested in welfare work.
 - b. appointed by governor.
 - c. Serve without Pay.
2. Duties.
 - a. Hire Superintendent of Public Welfare who would in turn appoint his department heads, persons who meet qualification set up by the organization of social workers. Salaries of department heads should be agreed upon by superintendent and board.
 - b. State board should supervise work of county boards.
 - c. State board should conduct examinations for county directors of Public Welfare. Appointments by County boards must be made from list of successful candidates.

II. County Board of Public Welfare.

1. Make-up of board.
 - a. County superintendent of Schools
 - b. Three members appointed by circuit judge from board list.
 - c. One member appointed by commissioners. *from private social agency*
 - d. Ex-officio member, either auditor or treasurer or both, without vote.
 - e. Provide for replacement, after public hearing, of members absent without good excuse for more than three consecutive meetings.
2. Organization.
 - a. Board appoints County Director of Public Welfare and two assistants, one specializing in children and one in family welfare.
 - b. Board appoints county health officer
 - c. County director of Public Welfare appoints as many school attendance officers as population warrants to work under the children's worker who serves as county attendance officer and child labor investigator. (City attendance officers should serve under the city school system.)
 - d. The juvenile probation work shall be assumed by the county children's worker. The county board may appoint a special probation worker if the case load surpasses a given minimum.
3. Relation to present welfare activities.
 - a. The county board of public welfare would replace the board of children's guardians, assuming its duties of child placing and adoption under state supervision.
 - b. The new board would replace county board of charities and correction. The board and county director would assume management of poor houses.
 - c. Adult probation and parole would remain under the circuit courts, with an assumption of cooperation on the part of the new board in border line cases.

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State Board would distribute funds to each county, on basis of population, to aid in financing county welfare boards. Two or more counties might combine for the establishment of such department.

INDIANA LEAGUE OF WOMEN VOTERS
Child Welfare Committee
Mrs. C. T. Boynton, Chairman

Questions for Study of Public Welfare Units.

1. The State Public Welfare Board.
 - a. How many members? What provisions for qualifications?
 - b. Who appoints them?
 - c. Should they be paid? If so, actually a remunerative salary?
 - d. How would executives be secured?
 - e. What should the departments be?
2. County Board
 - a. How should it be made up?
 - b. How should the County director be selected? His Helpers?
 - c. How should board be supported?
 - d. May counties combine to set up Welfare Boards?
 - e. What should its responsibilities be and how meet them?
 1. As to school attendance.
 2. As to probation -- juvenile and adult.
 3. As to work of Board of Children's guardians.
 4. As to poor houses
 5. As to Out-door relief.
3. What should relations be between state and County Boards.
 - a. Should there be state aid?
 - b. Should there be state supervision? If so, How?
 - c. What should be the responsibility of each
(Alabama assumes responsibility of all children and Minnesota - none
for example.)

SOME EXPLANATIONS OF PROPOSED WELFARE BOARDS.

1. The possibility of a bi-partisan state board was ignored because it seems psychologically better to assume that people are actually selected because of their interest in the work and because it seems probable that political appointing would in most cases prevent real gains from the bi-partisan feature.
2. The state should help bear the expense of county Welfare units in order to somewhere nearly equalize the character of service rendered from county to county. The county in return would be expected to allow the state the right of close supervision.
3. The state would leave the counties the responsibility of actually caring for their children. State supervision would merely insure the use of good social work methods in treatment of children. The supervisors would aid also in gaining the cooperation between counties in the caring for more difficult cases now assumed by the state.
4. The County health officer at present is appointed by the commissioner. By having him appointed by the County Welfare Board there is a chance we would get a man more interested in public health work and certainly he would, by his connection, be more apt to be influenced to do the many things a health officer should do.

Minnesota League of Women Voters,
914 Marquette Ave., Minneapolis
September 1942

Price - 1 cent

HOW ABOUT OUR MINIMUM WAGE LAW?

The federal wage-hour law of 1938, which sets a national minimum wage for both men and women, applies only to interstate industries. Intrastate industries, such as most laundries, restaurants, beauty shops, mercantile establishments and offices, are not touched by federal law.

The 1940 census revealed that there were 240,396 women employed in Minnesota that year. The number must be larger now in 1942. Many of these women are protected by the federal wage-hour law, which sets an hourly rate of 40¢ for a 40 hour week with time and a half for over time. Another group belongs to unions and establish their wages -- always higher than a minimum wage, through collective bargaining. There remains the largest group, probably about 150,000, working in intrastate industries who are unorganized, relatively unskilled and helpless without the protection of a state minimum wage law. These are the women who would be hurt by the passage of the "equal rights" amendment which would sweep away special legislation for women. At present 26 states have minimum wage laws for the protection of women and children.

A minimum wage is defined in Mason's Minnesota Statutes of 1927, Section 4232, as a wage "sufficient to maintain the worker in health and supply him with the necessary comforts and conditions of a reasonable life." Minnesota's minimum wage law was first passed in 1913, declared unconstitutional except for minors in 1925, but reinstated by U S Supreme Court decision in 1937. It is administered by the Industrial Commission through the Division of Women and Children, by a staff consisting of a chief and five investigators. The biennial report of the Division stated that 2,330 women were paid wage adjustments amounting to \$110,000.

In brief, the statutory procedure by which minimum wages are set up is as follows: The Industrial Commission at its own discretion or upon the petition of 100 or more residents of the state may investigate the wages paid to employees in any industry. It may appoint a wage advisory board which serves without pay but this is not mandatory. These boards are made up of an equal number of employers and employees and one or more members representing the public. The purpose of this board is to obtain and consider data in regard to wages and recommend a wage "sufficient for living wages for women and minors of ordinary ability." However, the recommendations do not become law until adopted at the discretion of the Commission.

In June 1937, after the Minnesota law was reinstated, the Industrial Commission undertook to set a new rate in keeping with the cost of living of that date. They appointed an advisory wage board composed of five representatives of employers, five of employees. These ten chose another person as chairman to represent the public.

This board made a study of the cost of living and made recommendations which after a public hearing were adopted by the Commission, who then issued Wage Order No. 13 covering all industries. In this order, cities and towns were divided into four classes according to population. The wage rate based on a 36 to 48 hour week was:

Class A.	Population of 50,000 or more	\$15.00 per week
Class B.	Population of 5,000 to 50,000	13.50 per week
Class C.	Population of 3,000 to 5,000	12.00 per week
Class D.	Population of under 3,000	11.00 per week

For all hours worked under 36 hours or over 48 hours per week, the hourly rate is 36¢, 30¢, 27¢ or 24¢ according to size of community.

(see other side)

Lower rates were set for learners for the first six months of their employment, and for minors, age 16 to 18. This rate was varied from \$12.00 to \$8.80 according to the size of the community.

Employers were allowed to deduct as follows for room and board given employees:

Classes A and B - For room -	\$2.25;	for meals -	25¢	per meal, not to exceed 21 meals
Classes C and D - " " " "	2.09	" " " "	21¢	" " " " " "

The wage advisory board of 1937 accepted as typical the following cost-of-living budget for Class A cities. It is estimated that the cost of living has risen 15% since that time.

Board and lodging	\$7.80
Clothing	2.90
Beauty Services . . . . .	.45
Laundry and dry cleaning . . . . .	.45
Medical and dental services . . . . .	.55
Car Fare . . . . .	.90
Philanthropies . . . . .	.25
Recreation . . . . .	.60
Insurance and Savings . . . . .	.55
Accessories . . . . .	.20
Self-improvement . . . . .	.35
Total per week	\$15.00

This Wage Order No. 13 was protested by a laundry, a restaurant, 14 of the needlecraft trades, and, for minors, the telegraph company. Temporary injunctions against enforcement were obtained until separate hearings could be held for each industry. At these hearings they protested that one blanket order covering all industries was unfair, that the cost of living differed for employees in different industries. For instance, they maintained it is not necessary for employees to spend as much money on personal appearance in some occupations as in others. However, the hearings brought out that such groups needed to spend more money on medical and dental care. For instance, while laundry workers may not be required to spend so much on personal appearance as waitresses, they are an older group of women who need to spend more on medical and dental care. The needlecraft employers felt that a wage difference according to size of community resulted in unfair competition. These hearings did not result in any change in the wage order.

It is hard to dispute the argument advanced at the hearings that a wage established for an industry by a board composed of employers and employees of that industry, familiar with their own requirements, would be fairer and more acceptable than a blanket wage order recommended by a single board, even though the difference in wages rates thus established were negligible. However, if this procedure were carried to an extreme, with each industry demanding a wage board, the Industrial Commission, with its limited appropriation and staff, would be unable to handle the increased work, with the result that minimum wage administration would be paralyzed. The suggestion has been made that industries might be grouped according to the nature of the work required of employees and that a board for each group might arrive at a wage rate that would be considered satisfactory by all concerned. Possibly four groups with four wage boards would be sufficient. Such groups might be public housekeeping, mercantile and manufacturing, personal services, and laundry, dry cleaning and dyeing.

The League of Women Voters supports protective legislation for women workers in the social interest. Thousands of women working in Minnesota are not directly engaged in defense industries, but their services are indeed essential to our local communities, and any danger of their exploitation, with the resulting hazard to the race, is serious. The majority of employers suffer from competition with those few who evade the minimum wage law.

GENERAL RELIEF IN MINNESOTA

1. What is general relief?

This program includes what was formerly called direct relief. It means aid to all those in need who are not eligible to any of the categorical aids, i.e., Old Age Assistance, Aid to Dependent Children, Aid to the Blind, Child Welfare Services; and supplemental assistance where these aids, or WFA wage, are insufficient.

2. How is relief administered?

In the State, under the Public Assistance Unit of the Division of Social Welfare. Locally, in 60 counties by County Welfare Boards; in 13 counties, which have the township system, the County Welfare Boards have varying degrees of extra legal authority; and in 14 counties the townships and villages administer relief. (This situation changes constantly.) The township system counties present the greatest problem in relief administration; not only because of the lack of coordination with the rest of the program, but also because of varying standards, aggravated residence problems, and tendency to shift responsibility back and forth.

3. Has integration of relief with other aids been achieved?

Yes. In counties, except where there is the township system of relief, all public assistance is administered through the County Welfare Boards set up by the Laws of 1937. In the State, the Public Assistance Unit embraces the Bureaus of Old Age Assistance, Aid to Dependent Children, Child Welfare, Aid to the Blind; and the Relief Programs, including General Relief, Disabled Veterans' Relief, C C C Selection, Homeless Men's Camp, and Surplus Commodities.

4. How is responsibility divided between the State and local units?

Primary responsibility for relief costs rests with the county. The County Welfare Boards, through their staffs, decide who is to have assistance and how much. The State annually appropriates funds for the purpose of supplementing local funds for relief. This supplementation implies, in some measure, a responsibility on the part of the State in attempting to standardize relief procedures. However, the degree of supervision and control is far less than in the administration of Old Age Assistance and Aid to Dependent Children programs, in which instances, the State agency has specific supervisory powers. The maintenance and development of good standards by state supervision supports but does not displace the work of local leadership.

Contact between state and county is made through the field staff of the Division of Social Welfare, which has one field representative for the whole public assistance program in each of the 16 districts into which the state has been divided. There are also field auditors and some specialized consultants.

5. How are State funds allocated to the counties?

The Legislative Emergency Committee, established by Laws of 1939, consisting of the Governor, and the chairmen of the Senate and House Finance and Tax Committees, releases funds to the state agency for distribution to local units, guided by financial and economic conditions, the relief load and relief standards.

6. Where do relief funds come from?

The counties raise funds through the property tax, or, especially in large cities, by borrowing through sale of bonds.

The State through property tax and certificates of indebtedness.

The Federal government does not contribute directly to general relief. However, the Federal Surplus Commodity Corporation furnished surplus commodities to the State for distribution to public aid recipients amounting in 1938 to \$3,784,022.18

which is almost as much as the state spent for relief. The federal government also contributes one half of the cost of Old Age Assistance, Aid to Dependent Children and Aid to the Blind. Federal funds also finance 75 per cent of the WPA program. These aids lighten the relief load.

7. How much was spent for general relief in 1938?

The State spent \$3,841,227.32; the counties spent \$8,418,425.26, a total of \$12,259,652.58.

8. How many people get general relief, and how much?

In October 1939:

Rural case load	8,323 families (37,105 persons)	and 2,594 single persons
Urban case load	20,226 " (78,808 ")	and 9,089 " "
Total case load	28,549 " (115,913 ")	" 11,683 " "

or a grand total case load of 40,232, affecting 127,596 persons

Rural cost	\$20.53 average per family	\$13.78 average per single person
Urban cost	30.67 " " "	17.53 " " " "

Total cost:

Rural areas	\$206,983.64
Urban areas	779,792.75
	<u>\$986,776.39</u>

These figures are from the Nov. 1939 issue of the Social Welfare Review, published by the Division of Social Welfare

9. Is there a standard budget for the state?

In accordance with the state relief act passed in 1939, a sound, adequate and flexible food budget has been recommended. This budget is a maximum. For instance, the budget for an average family of four in a rural county would approximate \$27.60 per month. The counties vary in their approach to the standards.

10. Are the programs administered by trained personnel?

The Director of the Division of Social Welfare is appointed by the Governor, with the consent of the Senate, for a four year term. He in turn appoints his staff, under the new Civil Service Act. County Welfare Boards have been selecting their personnel on the basis of standards established by the state agency. In 84 rural counties, there are 72 technically trained and experienced social workers, and 17 workers who have had some graduate social work training. Well over 80 per cent of the rural staff have from one to six years of university or college training. The new amendment to the federal Social Security Act requires that employees be selected by a merit system.

HOW DOES THIS PROGRAM AFFECT YOUR COMMUNITY AND YOU?

1. If you are in a township system county - how many local subdivisions have you? have the townships delegated authority to the county welfare board? to what extent?
2. If your County Welfare Board has entire jurisdiction over relief, what do you feel are the advantages? in services? in cost? in personnel?
3. If your county has recently changed from the county to the township system, or vice versa, ascertain the facts relative to both systems and reasons leading to the change
4. Visit the office of your County Welfare Board to determine:
 - a) What is the procedure of investigation? What budget is used? how is this computed? (How much per person for food, for rent, for fuel, for clothing, for medical care?) How does the food budget compare with the state maximum budget?
 - b) How many families received relief in your county in the last month? What was the average grant?
 - c) How much did your county appropriate for relief in the last year? How much did it receive from the State?

What is the problem of the mentally retarded? For social welfare purposes, a "feeble minded" person is one who has a mental incapacity to take care of himself except under favorable circumstances. In terms of mental testing, it is the mentality of those who have an intelligence quotient under 70 or 75, that is, a mental age not over 11 years.

In 1936, a mental test was made of all the school children in Redwood County. Altho the media IQ, showed an intelligence slightly higher than the average for the state, the number testing below 70 was about 5% of the school population. This would indicate that there are about 100,000 persons in our state with an IQ below 70. About 10,000 persons receive some type of special care because of mental deficiency.

When the chief contribution of workers was muscular energy, problems of mental deficiency were not so noticeable. Now, unequal to the demands of our complex mechanized society, the mentally deficient are an increasing burden and menace to society.

How is the problem being met in our State?

Special Classes The public schools in 40 cities and towns have special classes for sub-normal children, with an enrollment of 3,346.

Sterilization There is a permissive sterilization law, requiring consent of spouse of nearest of kin. There have been 1,382 such sterilizations; segregation is then not so necessary.

State Guardianship Feeble-minded persons may be committed, after careful examination and court hearing, to the guardianship of the Director of

Social Welfare. On January 1, 1940, there were 7,143 such commitments.

Institutional Care The state school at Faribault and the Colony for the Feeble-Minded are filled to capacity with 3,613 inmates. There are 511 more placed as a temporary measure in other institutions.

Outside Supervision 1,784 wards include 1,580 moron adults, self-supporting in whole or in part under favorable conditions and supervision.

Waiting List There are 1,579 now who are in urgent need of being put in an institution, both as a protection to themselves and their communities. Some wards have been waiting since 1934 for admission.

Why is special institutional care desirable and necessary? A trip through our State institutions is intensely interesting. Each inmate is trained to contribute toward the common life according to his ability. They may learn to be helpers at farming, gardening, dairying, shoe repairing, painting, carpentering and general maintenance work, tailoring, sewing, laundry work, weaving and other crafts, and general housework. They have bands, orchestras, and school work for minors up to the limit of their individual ability.

Only in an institution can the feeble-minded get the careful and patient training in good habits and behavior, and in such skills as they are capable of acquiring. With good training and environment, many morons develop into good and reliable people who are capable of doing simple routine work under supervision. They can return to the community and support themselves in whole or in part. Other lower grade persons may at least be trained to habits which make them easier to live with and less expensive to care for. The lowest grade left at home are destroyers of normal family life.

How does the problem of the feeble-minded affect the general welfare? It is interwoven with the problems of delinquency, relief and education. We pay now for the feeble-minded through these agencies, but in a worse than futile manner because the progress of these other social programs is impeded until the fact of feeble-mindedness is isolated and dealt with on another basis. Indifference to this problem incurs the penalty of an ever increasing burden, financial and social, on society. The state pays heavily in the long run for failure to provide adequate facilities for segregation, training and research.

Minnesota League of Women Voters,
914 Marquette Ave., Minneapolis
October 15, 1940

Suggestions for interviewing candidates for
County Commissioner

The League in Minnesota has for years supported coordinated state and local public welfare organization. In 1937 the League worked for the law establishing County Welfare Boards with lay representation, one of whom must be a woman. The League believes that lay representation on these boards is valuable for it helps withdraw welfare from political controversy and gives an opportunity to use to full advantage the knowledge of citizens who have long been familiar with and active in county welfare problems. In 1939 the League successfully opposed increased county commissioner representation on these boards.

The League worked for merit provisions for the selection of federal employees administering Social Security services. In 1939 the League supported an amendment to the Social Security Act to include state and local employees.

The County Welfare Board administers all forms of public assistance and child welfare. Many of these services are items upon which the League has worked for years.

Minimum standards for child welfare have been a concern of the League since its earliest years. The League has worked for adequate federal support for the Children's Bureau, for Child Welfare Service provisions of the Social Security Act, as well as other services. This includes the broad interests of the children needing special care and protection - the dependent, neglected, illegitimate, delinquent and feeble minded. This is a most important group, and the trained worker should have sufficient time to do long time planning for it will save the county money in the end. Because the counties have trained workers and active boards, the State is turning many duties back to the counties.

Old Age Assistance In 1934, support of Old Age Assistance Laws for government aid to the aged on basis of need was first put on the program. Support of federal provisions for Old Age Assistance was added in 1936, and since then the League has watched administration of these provisions.

Aid to Dependent Children Since 1921, the State League has successfully worked for improvements in Mothers' Allowance Laws. In 1936 the League supported Aid to Dependent Children provisions of the Social Security Act, and in 1939 successfully supported an amendment to increase the federal share from one third to one half.

Crippled Children's Services Another Social Security measure in which the League is interested is Crippled Children's Services, which locates crippled children, sends them to a clinic, and makes plans for correct medical care.

Relief (administered by County Welfare Boards in counties under county system) The League believes that there should be federal participation in the care of the needy unemployed, that local as well as state responsibility should be maintained, and a plan should be adopted to integrate all various activities for the care of those in economic need.

Feeble-Minded The League is studying the facilities for the care and control of the mentally retarded to determine if any legislation and what kind is needed to better social conditions in the state.

Public Health (under supervision of State Department of Health and local Nursing Advisory Committee)

Support of federal aid for Maternity and Infancy began in 1920 when the Leagues throughout the nation worked for the Sheppard-Towner Act which provided grants for this purpose. The Minnesota League was instrumental in getting Minnesota to qualify for this aid. In addition the League worked for adequate state appropriations for Maternity and Infancy. The League was successful in having the Maternal and Child Health program included in the Social Security Act providing federal aid to the states. Last year the League studied public health nursing, and this year is studying public health administration.

- - - - -

Before interviewing candidates or commissioners, be familiar with the sheets on "What Every Member Should Know about State and Local Welfare Administration", and revised sheets on Social Security Services. Know who are the members of your County Welfare Board. Get the latest copy of "Social Welfare Review" published by the State Division of Social Welfare, and know the case loads of the various services in your county. Whenever possible stress the saving in dollars and cents of trained workers and long-time planning.

THE FAMILY WELFARE ASSOCIATION
OF MINNEAPOLIS

222 Citizens Aid Building

welfare

Board of Directors

LYNDON M. KING,
President

LEONARD G. CARPENTER,
Vice-President

MORRIS B. MITCHELL,
Vice-President

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MAURICE WOLFF

ROBERT C. WOODWORTH

MRS. VALENTINE WURTELE

MRS. GLENN WYER

January 10, 1945

JAN 11

Mrs. Philip Duff
84 South 10th Street
Minneapolis 2, Minnesota

Dear Mrs. Duff:

Enclosed is the Bill to be sponsored by the Minnesota State Conference of Social Work. The Bill as stated is the same bill (except for dates) as that introduced previously by the League of Minnesota Municipalities with the one change shown in the second paragraph by deletion. If the League has previously accepted the bill as presented by the Municipalities it might then be possible to get their sanction at present.

Reasons for the bill are briefly these:

- 1 - The County is the smallest unit able economically to maintain trained personnel.
- 2 - While some temporary relief may be paid by a township or small village, its means are not sufficient to care for long time or costly cases.
- 3 - The County is the smallest unit with which the State can cooperate in the administration of state or federal funds (Federal laws demand administration of categorical funds (OAA, ADC, Aid to Blind, etc.) by the county. Should general relief become a new category for Federal grants, communities now on the township system would be penalized.)
- 4 - When the township engages in the administering of public relief, the questions of legal settlement are more complicated and often tend to confusion in administration and great difficulty for the client.
- 5 - Considerable waste in administration is allowed when a county provides the categorical aid (Aid to Dependent Children, etc.) and the township must supplement from their funds - often involves two social workers visiting one family.

These advantages are stated in a most cursory fashion, but if you find the League is able to consider the Bill more fully, we will be glad to furnish more information.

Also enclosed is the legislative supplement our Committee prepared for members of State Conference, showing the legislation we are watching. You may find it interesting.

Thank you, Mrs. Duff.

Very truly yours,

Jean M. Simms
(Mrs. William C. Simms)

JMS:vm-Encs.
4444 Vincent Ave. So.
Minneapolis

S. F. No. _____

A BILL FOR AN ACT ~~PROVIDING FOR THE~~
COUNTY SYSTEM OF POOR RELIEF IN ALL
COUNTIES EXCEPT COUNTIES CONTAINING
CITIES OF THE FIRST CLASS

Introduced }
and Read First Time } _____ 19 _____

By Mr. _____

Ref. to Com. on _____

Reported Back _____

Read Second Time _____

Com. of Whole _____

Read Third Time _____

Passed _____

Transmitted to House _____

Secretary of Senate.

Read First Time _____

Ref. to Com. on _____

Reported Back _____

Read Second Time _____

Com. of Whole _____

Read Third Time _____

Passed _____

Returned to Senate _____

Chief Clerk H. of R.

COPY

S. F. No. _____

A BILL

FOR AN ACT PROVIDING FOR THE COUNTY SYSTEM OF
POOR RELIEF IN ALL COUNTIES EXCEPT COUNTIES
CONTAINING CITIES OF THE FIRST CLASS

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. Mason's Minnesota Statutes 1927, Section 3160, is hereby amended so as to read as follows:

"3160. The system of caring for the poor in counties in which they are chargeable upon the county shall be known as the county system. That in which they are chargeable upon the towns, cities, and villages thereof shall be known as the town system. -Every county shall continue under the system in force therein at the time when the Revised Laws take effect, until the same is changed as hereinafter provided. From and after January 1, 1946, every county except counties containing a city of the first class shall administer relief to the poor under the county system. Every county containing a city of the first class shall continue under the system in force therein until the same is changed as hereafter provided."

Section 2. Mason's Minnesota Statutes 1927, Section 3164, is hereby amended so as to read as follows:

"3164. Whenever the county board of any county containing a city of the first class shall so determine, or if one-fourth of the voters of the county shall petition therefore, the question of changing from the system in force therein to either the town or county system shall be submitted to the voters of the county at the next general election. The notices of such election shall state that the question will be voted upon, and provisions for taking such vote shall be made upon the blue ballots furnished therefor, as in the case of other questions. If a majority

of the votes cast thereon be in the affirmative, the change shall take effect upon the first Monday of January next thereafter."

Section 3. All claims of any kind by or against any city, village, borough, or town in any county not containing a city of the first class, which is at the time of the passage of this act operating under the town system of relief arising because of poor relief granted prior to January 1, 1946, may be enforced either before or after such date in the same manner as if this act had not been passed. Claims as used herein shall include claims against the property or estate of a poor person, unpaid taxes levied by such municipality for poor relief purposes, obligations against the poor fund of such municipality incurred prior to January 1, 1946, and claims to reimbursement from the county under Laws of 1937, Chapter 236, for poor relief expenditures incurred prior to such date.

Section 4. Every county not containing a city of the first class shall include in its 1945 tax levy, collectible in 1946, and each year thereafter, a tax which, together with income from other sources, shall be sufficient to meet anticipated needs for direct relief to the poor throughout the county during the ensuing year.

LEGISLATIVE SUPPLEMENT

The Legislative Committee of the State Conference of Social Work is urging every member and friend of the Conference to acquaint himself with a number of vital issues which it expects to be considered at the 1945 Legislative Session.

The Committee is presenting briefly a resume of legislation which it believes should command your consideration. The Members of this Committee suggest that you discuss these measures with your Board Members, Senators, Representatives and interested persons in your Community before the opening of the State Legislature. Groups sponsoring or supporting the bills herein described include the Minnesota State Bar Association, Division of Social Welfare, Division of Institutions, Department of Labor, Public Health and Nursing Groups and the State Conference of Social Work.

FOLLOW THESE BILLS.

LEGISLATION AFFECTING THE WELFARE OF CHILDREN

1. Aid to Dependent Children. Changes in the present laws will be introduced to provide:

- a. For raising or removing the present ceiling of \$23.00 per month for the first child and \$15.00 per month for each additional child eligible to participate in this program. The present maximum is inadequate.
- b. For removing section of Law requiring that the State Agency give approval before a family receiving ADC may move from one county to another.

2. Dependent, Neglected and Delinquent Children. A change in the law is proposed to provide for extension of services to children needing special care, such as, the borderline mental case, the physically or emotionally handicapped child, et cetera.

3. Child Labor. A bill will be proposed fixing the minimum age of employment (by other than parents) of children in agriculture, at fourteen years and minors employed in manufacturing and manual labor at sixteen years, and requiring the issuing of age certificates to cover boys and girls between fourteen and eighteen years of age.

4. Institutional Space for Treatment of Psychotic Children. This is a need recognized by psychiatrists since at present there is no specialized program for children who need separate hospitalization and treatment.

OLD AGE ASSISTANCE

1. Changes in the present laws will be introduced to provide:

- a. For assistance to persons having State residence but not County residence. The State and Federal Governments will bear the cost of assistance in these cases.
- b. For elimination of the 25 year residence requirement for non-citizens.
- c. For removal of provision requiring that no other form of relief be given except medical care.
- d. For elimination of that section which provides that the first \$100.00 of earnings or gifts be disregarded since this exemption does not conform to Federal Law.

AID TO THE BLIND

1. A change in the law will be proposed to provide for a burial plan for Blind Aid recipients along the lines of the present Old Age Assistance laws.

CARE OF FEEBLEMINDED AND MENTALLY ILL

1. Institutional Space for Feeble-minded. A bill will be introduced to press for additional institutional space for the feeble-minded. There is already provision for a building program at Faribault which will house an additional five-hundred persons but space is needed for segregation of bed-ridden, hyperactive and borderline children.
2. Mental Hospital Program. Bills will be introduced to provide for:
 - a. Separate space at mental hospitals for senile psychotics. The construction of two separate cottages at each of the four mental hospitals, each cottage accommodating one-hundred to one-hundred and twenty-five patients will be requested.
 - b. Appropriations for new and modern hospital buildings.
 - c. Converting three custodial mental hospitals into receiving hospitals. This will make possible better psychiatric services and allow for supervision of patients on parole as well as provide reasonably accessible out patient care and supervision.
 - d. Appropriations for two psychiatric social workers in each of the seven hospitals who would serve as parole supervisors and for increasing medical and nursing staff for these Institutions.

PROBATION AND PAROLE

1. Youth Correction Act. This bill has already been drawn by the State Bar Association and deals with youths between the ages of eighteen and twenty-five who are convicted in District Court of serious crimes. It has as its purpose rehabilitation and correction rather than punishment. The act provides for a special authority which is to assume responsibility from the time of conviction. Individual treatment will be determined by the authority and if at time of discharge the youth is rehabilitated the conviction is wiped out so that there will be no stigma attached to his future citizenship. Copies of this bill are obtainable. Write Professor M.E. Pirsig, University of Minnesota.

PUBLIC HEALTH

1. County Health Departments. A bill will be introduced to provide for permissive legislation in order that a county or a combination of not more than four counties may establish full time health departments if they so desire. This will enable smaller counties to provide necessary health service.
2. Protection of Vital Statistics. A bill will be introduced to protect the present vital statistics law and to bring the State law into conformity with the Uniform Vital Statistics Act.
3. Public Housing. A bill will be introduced providing for a Housing Authority. This will be permissive legislation authorizing improvement in present housing standards.

4. County Public Health Nursing Program. A bill will be introduced providing for State participation to aid counties in establishing and maintaining public health nursing programs.

5. Amendment of Present Nurse Practice Act. A bill will be introduced providing for State licensing of practical nurses, setting minimum standards for practical nursing and establishing standards for training schools for practical nurses.

6. Enrichment of Bread. A bill will be introduced providing for continuing the war time practice of enrichment of bread.

RELIEF RECIPIENTS

1. Protection of Names of Relief Recipients. The practice of publishing names of relief recipients serves no good purpose and is detrimental to effective relief administration. It is an additional and needless expense to the county. A bill to this effect, if introduced, should be supported.

PUBLIC ASSISTANCE

1. Abolishment of Township System of Relief. Legislation to abolish administration of relief by a municipality less than a county is vital to uniform and efficient administration. The Minnesota State Conference is planning to introduce such a bill.



JARLE LEIRFALLOM
ACTING DIRECTOR

State of Minnesota
Department of Social Security
Division of Social Welfare
Globe Building - 4th and Cedar
St. Paul 1

May 9, 1945

File

MAY 9 1

Mrs. Belva Simmons, Executive Secretary
Minnesota League of Women Voters
84 South 10th Street
Essex Building
Minneapolis 2, Minnesota

Dear Mrs. Simmons:

The attached material summarizing welfare legislation enacted by the 1945 session is sent to you for your interest and information.

It is evident upon reading this summary that the 1945 Legislature passed a large volume of first-class welfare legislation which will decidedly enhance Minnesota's public welfare program.

This summary is confined to enactments pertaining to the Division of Social Welfare and the County Welfare Boards but does not include legislation pertaining to the Division of Public Institutions.

Sincerely yours,

Jarle Leirfallom
Jarle Leirfallom
Acting Director

SUMMARY OF WELFARE LEGISLATION
1945 SESSION

Prepared by Division of Social Welfare
May 1, 1945

Chapter 302—Old Age Assistance Maximum—Effective July 1, 1945

The old age assistance maximum of \$40.00 was removed with respect to medical, dental, surgical, hospital, nursing or licensed rest home care, with the state and county sharing equally the amount of the grant in excess of \$40.00. The exact language of the amendment is as follows:

"Minnesota Statutes 1941, Section 256.15, as amended by Laws 1943, Chapter 456, Section 1, is hereby amended so as to read as follows:

" . . . The manner and amount of old age assistance payments shall be fixed with due regard to the conditions in each case in accordance with the rules and regulations of the state agency, but in no case shall it be an amount which, when added to the net income and resources available to the support and care of the applicant, exceeds a total of \$40.00 a month, except for medical, dental, surgical, hospital, nursing, or licensed rest home care,"

The wording of the law pertaining to federal, state and county participation was changed to permit the state and counties to take advantage of increased federal participation should such a change be made in the future. Specific wording is as follows:

"Minnesota Statutes 1941, Section 256.33, is hereby amended so as to read as follows:

" . . . The expense of old age assistance grants shall be paid from federal funds available for that purpose and the balance not paid by federal funds shall be paid as follows: two-thirds by the state from state funds and one-third by the counties from county funds; provided, however, that for payments made in excess of amounts matchable by federal funds, the cost shall be paid equally from county and state funds. . . ."

"This act shall take effect and be in force from and after July 1, 1945."

Chapter 476—Old Age Assistance Residence

A bill was enacted which provides that when an old age assistance recipient moves out of the county from which his grant is made to another county, the second county pays any increase in his grant at the end of a year. Specific wording is as follows:

"Section 1. Minnesota Statutes 1941, Section 256.36, is amended to read:

"256.36. When a recipient changes his place of dwelling he shall notify the county agency in which his old age assistance certificate is in effect. If he removes to another county he shall declare whether such absence is temporary or for the purpose of taking up regular domicile. The county originally granting old age assistance shall continue to pay the same

regardless of change of residence within the state by the recipient. Provided, however, after the period of one year, if the amount of such old age assistance is increased, then the county to which such old age recipient has moved shall pay the amount of the increase so allowed."

"Section 2. This act shall take effect and be in force from and after July 1, 1945."

Chapter 147—Funeral Expenses for Old Age Assistance Recipients—
Effective March 26, 1945

The law regarding payment of funeral expenses for old age assistance recipients was amended by changing the wording from "may" to "shall", as follows:

"Section 1. Minnesota Statutes 1941, Section 256.24, is hereby amended so as to read as follows:

'On the death of a recipient, the county agency shall pay an amount for reasonable funeral expenses not exceeding \$100.00. . .'"
(The remainder of this section was left unchanged.)

Chapter 460—Filing of Old Age Assistance Lien Certificates

Minnesota Statutes 1941, Section 256.26, Subdivision 8, which provided for the filing of lien certificates by the probate court, was repealed.

Chapter 172—Sale of Property Obtained Through Lien Foreclosure

By passage of the following act, provision was made for the sale of land acquired through lien foreclosure:

"Section 1. When land shall have been acquired by the state under the provisions of Minnesota Statutes 1941, Section 256.26, either by conveyance in settlement of the lien held by the state, or by foreclosure of such lien, it shall be the duty of the county board to manage and lease the real estate while the state continues to own it."

"Section 2. While the state owns such real estate, if the county board by resolution stating the price to be paid in cash shall recommend the sale and conveyance thereof, and transmit a copy of such resolution to the state agency, upon the approval thereof by the director of social welfare, the director shall make an order approving the sale for the price recommended and transmit a copy thereof to the county auditor, in the county where the land is situated. Thereupon, when the purchase price is paid by the purchaser to the treasurer of such county, the chairman of the county board shall execute a deed in the name of the state, which shall be attested by the county auditor, conveying such land to the purchaser."

"Section 3. This act supersedes Laws 1943, Chapter 60, Section 2, Subdivision 2 insofar as inconsistent therewith."

Chapter 320—Aid to Dependent Children Maximum—Effective July 1, 1945

The maximum in aid to dependent children grants was raised from \$23.00 for a mother and the first child and \$15.00 for each additional child to \$40.00 for a mother and the first child, \$15.00 for the second child and \$12.00 for each additional child. The exact wording is as follows:

"Minnesota Statutes 1941, Section 256.74, as amended by Laws 1943, Chapter 580, is hereby amended so as to read as follows:

"The amount of assistance which shall be granted for any dependent child . . . shall be sufficient, when added to all other income and support available to the child, to provide such child with a reasonable subsistence compatible with decency and health, not to exceed \$40.00 per month for the first child and not to exceed \$15.00 per month for the second child and \$12.00 per month for each additional child in the same home."

"This act shall take effect and be in force from and after July 1, 1945."

Chapter 83—Aid to Dependent Children Moving Families

Minnesota Statutes 1941, Section 256.79, which made it necessary for aid to dependent children families to obtain permission from the state agency before they could move from one county to another, was amended by deleting the wording "with the approval of the state agency".

Chapter 565—State Public School

Provision was made for the temporary use of the State Public School facilities at Owatonna to care for feeble-minded and for the Director of Social Welfare to establish a receiving home to care for dependent and neglected children. The specific wording of the law is as follows:

"Section 1. Minnesota Statutes 1941, Section 247.01, is hereby amended so as to read as follows:

"247.01. The state public school for dependent children shall be continued at Owatonna. Its purpose shall be to furnish a temporary home for dependent and neglected children and to provide them with proper permanent homes, proper care, and instruction, while in the home, in the branches usually taught in the common schools and with moral, physical, and industrial training. Provided, however, that from June 30, 1945, until June 30, 1947, the State Public School at Owatonna may be used temporarily as an institution to provide academic education and vocational training for those feeble-minded persons who may, through such education and training, be prepared for return to society as self-supporting individuals. Provided, further, that if during the period from June 30, 1945, to June 30, 1947, the director of social welfare determines that the facilities of the state public school at Owatonna are necessary for the proper care and training of dependent and neglected children, then and in such event the facilities at said school shall be made available for such purpose."

"Section 2. During the period from June 30, 1945, to June 30, 1947, all feeble-minded persons, who will profit by academic education and vocational training, now institutionalized, or who have been committed by order of

a court of competent jurisdiction, or who may hereafter be committed by such court to an institution, may be transferred out of such institution for the feeble-minded to the state public school at Owatonna, unless the director of social welfare has determined that the facilities at the state public school at Owatonna are necessary for the proper care and training of dependent and neglected children. All laws relating to the commitment and care of such feeble-minded persons so transferred to the state public school at Owatonna shall be applicable to such persons."

"Section 3. Minnesota Statutes 1941, Section 257.32, is hereby amended so as to read as follows:

'257.32. Subdivision 1. The director of social welfare shall have powers of legal guardianship over the persons of all children who may be committed by courts of competent jurisdiction to his care or to institutions under his management. After commitment to his guardianship, he may make such provision for, and disposition of, the child as necessity and the best interests of the child may from time to time require. No child shall be placed in an institution maintained for the care of delinquents who has not been duly adjudged to be delinquent. The director shall not be authorized to consent to the adoption of a child who is committed to his guardianship on account of delinquency.

'Subdivision 2. If existing buildings, grounds or other facilities provided by law, or which may be available, for the shelter and care of dependent and neglected children, who are under the guardianship of the director of social welfare, become inadequate, the director, with the approval of the commissioner of administration, may arrange according to law, by gift or by lease, not exceeding two years in duration, for the use of any available buildings, dwellings and grounds appurtenant thereto or suitable for such purpose."

"Section 4. Minnesota Statutes 1941, Section 640.34, is hereby amended so as to read as follows:

'640.34. Subdivision 1. The state reformatory shall be continued at its present site, in Sherburne county, and be under the general management of the director of public institutions. During the period from June 30, 1945, until June 30, 1947, a building, or a wing or portion thereof, and the facilities thereat, of the state reformatory shall be designated and set apart by the director of public institutions for the care of feeble-minded persons.

'Subdivision 2. During the period from June 30, 1945, to June 30, 1947, all feeble-minded persons now institutionalized and who have been committed by order of a court of competent jurisdiction or who may hereafter be committed by such court to an institution may be transferred out of such institution for the feeble-minded to the state reformatory; and all laws relating to the commitment and care of such feeble-minded persons so transferred to the state reformatory shall be applicable to such persons."

Chapter 84--Licensing of Day Nurseries

A bill was enacted which clarifies the authority of the Director of Social Welfare to license all day nurseries for children or group care facilities for

children. The language of the amendment is as follows:

"Section 1. Minnesota Statutes 1941, Section 257.10, as amended by Chapter 486, Laws of Minnesota 1943, is hereby amended so as to read as follows:

'Any person who receives for care or treatment or has in his custody at any one time one or more infants under the age of fourteen years, unattended by a parent or guardian, for the purpose of providing such child or children with food, care or lodging, except infants related to him by blood or marriage, shall be deemed to maintain an infants' home; where used in this act the term "infants' home" shall include day care facilities.

'The word "person" where used in Sections 257.10 to 257.17 shall include individuals and partnerships; the word "person" shall further include voluntary associations and corporations, whether public or private, and all political subdivisions of the state and departments, boards, and agencies thereof; provided, however, that Sections 257.10 to 257.17 shall not be construed to relate to any institution or institutions under the management of the Director of Social Welfare or the Director of Public Institutions or their officers or agents, nor to any person who furnishes care to children from not more than one family for a period of less than 30 days.'"

Chapter 357—Inspection of Records of Court Proceedings in Cases of Illegitimacy

"Section 1. Minnesota Statutes 1941, Section 257.31, is amended to read as follows:

'257.31. All records of court proceedings in cases of alleged illegitimacy after the final determination thereof shall be withheld from inspection by any person other than by written request of the state department of public welfare or of a county welfare board, except upon order of the court.'"

Chapter 358—Inspection of Records of Court Proceedings in Adoptions

"Section 1. Minnesota Statutes 1941, Section 259.09, is amended to read as follows:

'259.09. The files and records of the court in adoption proceedings after the final determination thereof shall not be open to inspection or copy by any person except upon an order of the court expressly permitting the same.'"

Chapter 392—Public Examiner May Accept Audit of Division of Social Welfare

This act enables the Public Examiner to accept Division of Social Welfare audits of county social welfare funds in lieu of the Public Examiner's audit, the amendment reading as follows:

"Section 1. Minnesota Statutes 1941, Section 215.11, is amended to read as follows:

' . . . The public examiner may accept the records and audit, or any part thereof, of the division of social welfare in lieu of his examination of the county social welfare funds, if such audit has been made within any period covered by the public examiner's audit of the other records of the county . . . '"

Chapter 475—Welfare Board Members Per Diem—Effective April 23, 1945

The per diem pay of Welfare Board members was raised from \$3.00 to \$5.00. Exact wording is as follows:

"Section 1. Minnesota Statutes 1941, Section 393.03 be amended to read as follows:

'393.03 Per Diem of Members. Except as provided in Section 393.01, subdivisions 3 and 4, the members of the county welfare board shall receive, in addition to any salaries they may receive from any other source, from the state or county or any municipality, the sum of \$5.00 per day for time actually spent in transacting the business of the board not exceeding a maximum of 25 days a year. Members shall be reimbursed by the county for expenses actually incurred in the performance of their official duties.'"

"Section 2. This act shall be in effect from and after its passage."

Chapter 345—Residence for Tuberculosis Sanatorium Purposes

Minnesota Statutes 1941, Section 251.02, 376.34 and 251.03, were amended to prohibit patients gaining eligibility for State Aid for the treatment of tuberculosis when they were not originally residents of the state but came to Minnesota largely for the treatment of their tuberculosis. The following language was inserted into the present law: "Time spent in a hospital or sanitarium within the state shall not be considered in determining residence."



STATE OF MINNESOTA

EXECUTIVE OFFICE

ST. PAUL 1

ORVILLE L. FREEMAN
GOVERNOR

September 10, 1956

Mrs. Basil Young, President
League of Women Voters of Minnesota
117 West Howard
Hibbing, Minnesota

Dear Mrs. Young:

I am sure that you are aware of the extent to which problems of the aged and the aging are increasing at a significant rate, and that you share my interest in mobilizing all community and state resources as quickly and effectively as possible to meet the needs of older people. As a first step toward this end we are planning to hold, in every county of the state, county-wide "town meetings" at which there can be thorough discussion of these needs and problems right within the communities themselves.

Because the League of Women Voters of Minnesota is an organization of major importance in serving people, we are calling upon you at this time.

The County Meetings of September and October will be followed by a state-wide Conference on Aging, November 26 and 27, at the Radisson Hotel, Minneapolis. Attendance at the state-wide Conference will include representatives of all organizations, public and private, and individuals dealing with all the aspects of aging with which we should be concerned. Serious attention will be given to the findings of the county-wide meetings, and I confidently hope that out of this program of County and State Conferences we can arrive at proposals and recommendations that will enable us to really meet the major needs of our senior citizens as well as to enrich your program.

We would be pleased indeed if the League of Women Voters of Minnesota would be interested in co-sponsoring the Governor's Conference on Aging. A financial grant addressed to the Governor's Conference on Aging, in care of Jerome Kaplan, Special Assistant on Aging, Executive Offices, State of Minnesota, St. Paul, Minnesota, will be of immeasurable aid in insuring a successful gathering. Thank you for your kind consideration.

I hope that in the program to be launched, you will look with favor upon exerting leadership and that you and other delegates your organization selects will participate in the State Conference as a co-sponsor. We need the benefit of your experience, counsel, and advice. With the co-operation of your organization and all who are interested, and the mobilization of all of our resources, I am sure we can do much to improve the well-being of our older citizens -- a goal that is of major and immediate concern to us all.

Sincerely yours,

Orville L. Freeman
Governor

OLF:bj





STATE OF MINNESOTA

EXECUTIVE OFFICE

ST. PAUL 1

ORVILLE L. FREEMAN
GOVERNOR

September 12, 1956

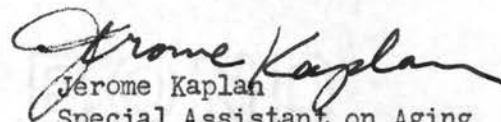
Mrs. Basil Young, President
League of Women Voters of Minnesota
117 West Howard
Hibbing, Minnesota

Dear Mrs. Young:

By now you may have received a letter from the Governor of Minnesota in regard to county meetings on aging and the State Conference. I would be pleased indeed to be able to send personal invitations to each of your affiliate organizations throughout Minnesota if it's possible to obtain a listing of these people from you. I assure you that this listing will be used only to notify these people of the above-mentioned gatherings. If you prefer, instead, we will be glad to forward our material to you for your distribution.

Incidentally, you may be interested in contacting the Executive Secretary of the County Welfare Board in reference to any County Meeting on the aging.

Sincerely yours,


Jerome Kaplan
Special Assistant on Aging
to the Governor of Minnesota

JK:bj

September 24, 1956

The Honorable Orville L. Freeman
Governor of the State of Minnesota
Executive Office, State Capitol
St. Paul, Minn.

Dear Governor Freeman:

Replying to your letter of September 12th, I am indeed sorry that the League of Women Voters cannot co-sponsor or be of any active assistance to you in your county meetings on aging and the State Conference, since our By-Laws prevent us from taking action on any issue that is not on our program adopted by our members at convention.

However, I am sure that our members, as individuals and as members of other organizations, will cooperate in any way they can.

I would like to congratulate you for undertaking this most worthwhile program and wish you every success in carrying out its objective.

Sincerely yours,

Mrs. Basil Young
President

cc: Jerome Kaplan
Spec. Ass't. on Aging