RECOMMENDATIONS
of the
White House Conference on
Children in a Democracy

January 18–20, 1940

NOTE:—These recommendations are included in the General Report adopted by the Conference January 19, 1940.

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Recommendations of the White House Conference on Children in a Democracy

The Family as the Threshold of Democracy

1. It is essential to democracy that self-respect and self-reliance, as well as respect for others and a cooperative attitude, be fostered. These characteristics may be best acquired in childhood if the relationship among members of the family is of a democratic quality.

2. The democratic principle should be applied not only within the family but also by the family and its members in their relationships with others within the home and at church, club, place of employment, and elsewhere.

3. Parent education should be extended as a useful means for helping to bring about this type of family life.

Families and Their Incomes

A necessary condition of the family's capacity to serve the child is an income sufficient to provide the essentials of food, clothing, shelter, and health, as well as a home life that means for the child education, happiness, character building.

Suffering and death that we know how to prevent are an outrage against decency, not to be suffered in meek submission but to be fought with every new weapon our generation has discovered.

1 The section on Families and Their Incomes, in the General Report of the Conference, contains no separate recommendations stated as such. The statements cited are included in the text.
The safety of our democratic institutions requires that as many families as possible be enabled to earn a decent income on a normal self-supporting basis.

Basic economic measures must be concerned with agriculture and with wages. Farm prices and wages should be sufficient to meet the basic needs of the worker and his family.

The basic economic problem of our children is the economic problem of the Nation—to find a sound balance of wages, prices, and financing that will provide a growing purchasing power to industrial workers and farmers and profitable investment for capital.

Special measures for agriculture are necessary, including adequate provisions for soil and forest conservation as a permanent national policy; strengthening of Federal agencies for agricultural credit; special measures designed to achieve a better balance between agricultural prices and industrial prices; efforts directed toward increasing nonmonetary farm income through agricultural research and agricultural extension service; services to assist migration and resettlement of farm families from depressed or submarginal areas; and social-security laws adapted to the needs of agricultural workers.

Industrial workers require measures for assuring incomes adequate for their family needs, including minimum-wage legislation and laws safeguarding the right of collective bargaining.

Education in consumer purchasing should be expanded. Efforts of public and private agencies to improve the marketing of consumer goods and to provide consumers with more information to help them purchase more effectively should be encouraged.

Public works should be so conducted as to afford a dependable source of employment. Whenever private industry cannot find profitable use for all the available workers, the time,
skill, and morale of the unemployed should be salvaged in large part by increased provision for public employment.

The main reliance for providing employment in our economy must be placed upon private employment. Every effort should be made both to impress industry with its responsibilities in this respect and to help it to meet these responsibilities to the fullest possible extent. At the same time it seems necessary that a system of appropriate and adequate work projects for the unemployed, as well as extensive public-work programs, be part of a continuing national policy, adjusted to the fluctuations of private employment.

Work programs, including both construction operations and the provision of services, should be adapted to the needs of the rural as well as the city population, should provide especially for the needs of youth, and might well develop or expand various types of services administered through existing agencies to promote the health and welfare of children and adults.

A flexible, large-scale, low-cost housing program under Federal leadership in cooperation with State and local governments is desirable not only to supply urgently needed low-rent dwellings for low-income families but also to create useful employment, provide an outlet for idle capital, and improve community life.

The income of many families has been made more adequate and secure by the development of various types of social insurance. Extension of the coverage of unemployment compensation and old-age and survivors insurance, liberalization of the benefits provided, and provision for insurance against loss of income through temporary or permanent disability are opportunities for further advance. Workmen's compensation laws should be strengthened as to coverage, benefits, and methods of administration.
There are many other ways in which government can and should contribute to the solution of the problem of unemployment: Better training of youth for the needs of industry, vocational information and guidance, retraining of workers who have lost their opportunities for employment through prolonged unemployment or technological changes, improved placement services, and research and planning for the development and conservation of our natural resources. Likewise much more can be done by industry to provide regular employment, to create jobs, to find suitable work for those thought to be misfits, and to perform more fully than it has in recent years the function of taking risks which in our economic system belongs primarily to industry.

Families in Need of Assistance

1. Measures for unemployment compensation, workmen's compensation, and old-age and survivors benefits, which are of special importance in relation to children, should be extended as to coverage and liberalized as to benefits provided, and insurance against loss of income through temporary or permanent disability should be developed.

2. The Federal Government should adopt a policy of continuing and flexible work programs for the unemployed, operated and primarily financed by the Federal Government and carried on in cooperation with State and local governments. The amount of work provided in each State should be in proportion to the number of needy unemployed. As supplementary to this program and in no way displacing it, the Federal Government should provide aid to the States for general relief covering all persons in need who are not in the categories now the objects of special Federal concern. Federal
aid for general relief should be adjusted in each State to the economic capacities and relief needs of that State.

3. States should provide substantial financial assistance to local units to make possible adequate public assistance and relief. State assistance should be adjusted to need and financial capacity of the local units.

4. Aid to Dependent Children should be further developed with the objective of enabling each eligible family to provide adequate care for its children. Rigid limitations on the amounts of grants to individual children or families should be removed from State and Federal laws. Necessary appropriations should be made by State and local governments and by the Federal Government. Federal aid should be equitably adjusted to the economic capacities and the needs of the several States.

5. State laws making legal residence a prerequisite for economic aid should be made uniform and reasonable, with no more than a year required for establishing residence. The Federal Government should take full responsibility for developing plans to care for interstate migrants and transients, such plans to be administered in cooperation with the States but with the Federal Government assuming complete financial responsibility. The States should assume the responsibility for State residents who are without legal local residence, with such aid as may be made available by the Federal Government for general public assistance.

6. In all systems of economic aid safeguards should be provided to assure staff, selected on the basis of merit, adequate in number and qualifications to administer the benefits and to provide or obtain for each family the services needed.

7. Provision should be made for continued study of the
problems of economic need and the operation of the various forms of economic aid in the light of changing conditions.

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Families and Their Dwellings

1. The Federal Government should continue and expand its program of promoting slum clearance and new housing for low-income groups through further authorization of Federal loans and appropriations for Federal grants to local housing authorities.

2. The Federal Government should give attention to rural areas, where half of the Nation’s children live. Federal housing programs for rural areas should be adapted to rural conditions and should include grants and loans for construction of new homes and repair of substandard dwellings when their condition warrants, assistance in providing safe water supply and sanitation, and encouragement of electrification.

3. State and municipal governments should enact legislation to provide loans and grants for public housing and to authorize cooperation with the Federal Government in housing programs.

4. Better housing for families of moderate income should be promoted by safeguarding credit for housing purposes to assure low interest rates and long-term amortization, thus serving to stimulate private building and home ownership; by encouraging cooperative effort of industry and labor to reduce building costs; and by encouraging housing cooperatives and other agencies in which the motive of profit is subordinated to that of social usefulness.

5. Adequate regulatory laws should be enacted, and they should be enforced by competent inspection departments in every city. Such departments should have budgets sufficient
for enforcement of laws and regulations concerning construction, management, maintenance, and repair of dwellings, and demolition of buildings when necessary. Local governments should modernize their building, sanitary, zoning, and housing codes to conform to present knowledge of sanitary and other requirements and to eliminate needless cost.

6. Public-assistance budgets should include provision for housing adequate for family needs. In each community rent allowances should be based on the rental cost of such housing.

7. Continuous research by public and private agencies should be part of housing programs. Appropriations should be made for this purpose to governmental agencies participating in housing.

8. Since an enlightened public opinion is essential in housing, as in every other socially important field, citizen committees should be organized in communities to promote public interest, understanding, and support. Housing facts and problems should be made widely known to the public through formal and informal education.

Religion in the Lives of Children

1. Parents, teachers, and others responsible for guiding children should be ever alert to the importance to the child of facing specific life situations. Such situations may provide the occasions for vital and creative religion to function. Adult leaders of children should be persons of the utmost personal integrity and of the highest ideals who have themselves a vivid appreciation of spiritual values.

2. Whole-hearted recognition and appreciation of the fundamental place of religion in the development of culture should be given by all who deal with children and by representatives of the press, radio, and motion picture. Religion should be

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treated frankly, openly, and objectively as an important factor in personal and social behavior. When religion enters norm-
ally into the subject matter of courses such as literature, the
history of ideas, philosophy, psychology, and the social sci-
ences, the attitude referred to should be maintained.

3. Further exploration should be made of the use of religious
resources in personal counseling as it relates to the welfare of
children.

4. Churches and synagogues need to emphasize the com-
mon ends which they share with one another and with other
community agencies. Religion should be one of the unifying
factors influencing the divergent elements that constitute the
community. Although they hold to different creeds, the
churches should constitute a bulwark against factionalism and
antagonism in local communities. Churches and synagogues
should recognize their responsibility to the community and
contribute to mutual good will and cooperation on the part of
all groups by discovering and emphasizing their common ob-
jectives, by helping people to understand and appreciate the
loyalty of other groups to their own convictions, and by utiliz-
ing their resources for the welfare of the community. They
should seek every opportunity to cooperate with other com-
community agencies in specific projects which contribute to the
welfare of children.

5. Practical steps should be taken to make more available to
children and youth through education the resources of religion
as an important factor in the democratic way of life and in the
development of personal and social integrity. To this end the
Conference recommends that a critical and comprehensive
study be made of the various experiences both of the churches
and of the schools in dealing with the problem of religious
education in relation to public education. The purpose of such
a study would be to discover how these phases of education may best be provided for in a total program of education, without in any way violating the principle of the separation of church and State. To conduct such a study a privately supported nongovernmental commission should be created which will have on it representatives of national educational and religious educational organizations, and other representatives of the principal religious bodies.

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Educational Services in the Community

1. Units of local school attendance and administration should be enlarged wherever necessary in order to broaden the base of financial support and to make possible a modern, well-equipped school for every child at a reasonable per capita cost.

2. Substantial financial assistance should be granted by every State to its local school systems for the purpose of equalizing tax burdens and reducing educational inequalities.

3. An extended program of Federal financial assistance to the States should be adopted in order to reduce inequalities in educational opportunity among States. Because the minority groups have proportionately more children than others and live to a greater extent in areas with the least resources, the principle of Federal aid to States for services affecting children is extremely important for their welfare.

4. The supreme educational and social importance of individual traits should be recognized throughout the educational system. An educational system that truly serves a democracy will find no place for the philosophy or the methods of mass production.

5. Schools should give increased attention to the educational needs of individual children, including those who are physically
handicapped, mentally retarded, or socially handicapped; these needs should be met with minimum emphasis on the handicap.

6. The professional education of teachers should be enriched by study of the principles of child development, the role of education in an evolving social order, and the significance of democratic procedures in school life.

7. Teachers and other workers in all branches of education should be selected and retained in service on the basis of professional qualifications alone. They should be adequate in number to permit them to give attention to the needs of each individual child.

8. School systems should provide nursery school, kindergarten, or similar educational opportunities for children between the ages of 3 and 6.

9. Local school systems should provide free educational opportunities, in accordance with individual needs for youth up to 18 or 20 years of age, in preparation for higher education, in basic and specialized vocational training, or in general educational advancement.

10. Schools should make available to young people, while in school and after they leave school, systematic personal and vocational guidance and organized assistance in job placement, in cooperation with public employment services.

11. School health supervision and health and safety education should be made more effective so as to protect the health of the child and to give him better understanding of the principles and practices of social and community hygiene.

12. Schools should assume further responsibility for providing wholesome leisure-time activities for children and their families, and new school buildings should be planned and equipped with these functions in mind.
13. Education for civic responsibility should be emphasized with the aim of developing personal integrity and intelligent loyalty to democratic ideals and institutions. For this purpose the child's learning experiences should include participation in the activities of community life, on a level appropriate to his degree of maturity.

14. Schools should cooperate with other community institutions and agencies that serve the child. Close cooperation with parents is especially important.

15. Research divisions should be established by local school systems wherever possible and by State departments of education. Budgets for the United States Office of Education should be increased to permit the extension of research and related services. Planning of educational policies and programs at all levels should be based on research.

16. The traditional concern of American education with ethical values as well as mental and physical development should continue to be the fundamental obligation of the schools. It is desirable that the teaching and administrative staffs should maintain among themselves and in their attitudes toward children the processes and viewpoints characteristic of a democratic society. Such attitudes will thrive only in an atmosphere of freedom to teach and freedom to learn.

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Leisure-Time Services

1. The development of recreation and the constructive use of leisure time should be recognized as a public responsibility on a par with responsibility for education and health. Local communities, States, and the Federal Government should assume responsibility for providing public recreational facilities and services as for providing other services essential to the well-
being of children. Private agencies should continue to contribute facilities, experimentation, and channels for participation by volunteers.

2. Steps should be taken in each community by public and private agencies to appraise local recreational facilities and services and to plan systematically to meet inadequacies. This involves utilization of parks, schools, museums, libraries, and camp sites; it calls for coordination of public and private activities and for the further development of private organizations in providing varied opportunities for children with different resources and interests. Special attention should be directed toward the maximum utilization of school facilities for recreation in both rural and urban areas.

3. Emphasis should be given to equalizing the opportunities available to certain neglected groups of children, including—

- Children living in rural or sparsely settled areas.
- Children in families of low income.
- Negro children and children of other minority groups.
- Children in congested city neighborhoods.
- Children just leaving school and not yet adjusted to outside life, with special emphasis on unemployed youth.
- Children with mental, emotional, or physical handicaps.

4. Public and private organizations carrying responsibility for leisure-time services should assist and cooperate in developing public recognition of the fact that recreation for young and old requires facilities, equipment, and trained personnel.

5. Schools and other educational and civic organizations should promote intelligent choice and appreciation of various forms of commercial recreation.

6. Because of the growing significance of radio and motion pictures in their impact on children and youth, social organizations and the entertainment industries, insofar as they are
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concerned with the leisure time of children, should collaborate wherever possible in order to provide programs that will contribute to the sound development of children.

7. A privately supported nongovernmental national commission on recreation should be created to study leisure-time needs and resources and to make recommendations concerning the development of recreation and informal education.

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Libraries

1. The States should encourage and assist in the extension and development of local public-library service and give financial aid for the maintenance of such service. In rural areas provision should be made for traveling libraries to reach isolated homes and communities.

2. Federal grants to the States for general public education should be available for school libraries. Special Federal grants should be made available for extension of library service to rural areas.

3. Libraries should provide for special collections and personnel to serve children. Provision should also be made for material and for library advisory service for parents on subjects relating to child care and training.

4. Libraries should be staffed by personnel trained and qualified specifically for this work.

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Protection Against Child Labor

The Conference endorses the following requirements, now widely accepted as minimum for protective legislation:

1. A minimum age of 16 for all employment during school hours and for employment at any time in manufacturing or mining occupations or in connection with power-driven machinery.

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2. A minimum age of 16 for employment at any time in other occupations, except as a minimum age of 14 may be permitted for limited periods of work after school hours and during vacation periods in agriculture, light nonmanufacturing work, domestic service, and street trades. Determination of desirable standards for legislation governing child actors requires further study.

3. A minimum age of 18 or higher for employment in hazardous or injurious occupations.

4. Hours-of-work restrictions for persons up to 18 years of age, including maximum hours, provision for lunch period, and prohibition of night work, the hours permitted not to exceed 8 a day, 40 a week, and 6 days a week.

5. Requirement of employment certificates for all minors under 18, issued only after the minor has been certified as physically fit for the proposed employment by a physician under public-health or public-school authority.

6. At least double compensation under workmen's compensation laws in cases of injury to illegally employed minors.

7. Minimum-wage standards for all employed minors.

8. Abolition of industrial home work as the only means of eliminating child labor in such work.

9. Adequate provision for administration of all laws relating to the employment of children and youth.

The Conference also makes the following recommendation:

10. Ratification of the child-labor amendment to the Constitution of the United States should be completed immediately.

With reference to provision of school facilities as they relate to child labor, the Conference recommends the following:

11. Compulsory-school-attendance laws should be adjusted to child-labor laws, since school-leaving and child labor are closely related. Schooling during at least 9 months of the year
should be both compulsory for and available to every child up to the age of 16.

12. It is the obligation of the community to provide a suitable educational program for all youths over 16 who are not employed or provided with work opportunities.

13. Financial aid from public sources should be given whenever necessary to young persons to enable them to continue their education even beyond the compulsory-attendance age if they wish to do so and can benefit thereby.

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Youth and Their Needs

1. Programs of general secondary education based on changes in industrial demands and opportunities, and contributing significantly to responsible citizenship, wholesome family life, constructive use of leisure time, and appreciation of our cultural heritage should be developed.

2. Vocational preparation, guidance, and counseling services adapted to modern conditions and the changing needs of youth should be extended in the school systems, and when carried on under other auspices, should be conducted in cooperation with the schools.

3. Placement services for young workers should be staffed by properly qualified and professionally trained workers, with full cooperation between the schools and the public employment services.

4. Federal, State, and local governments should provide work projects for youths over 16 not in school who cannot obtain employment. Such work should be useful, entailing possibly the production of some of the goods and services needed by young people themselves and other unemployed persons. Civilian Conservation Corps and National Youth
Administration activities should be continued and enlarged to serve more fully the purposes for which these agencies were created. There should be further experimentation in part-time work and part-time schooling.

No person should be arbitrarily excluded from work programs or other programs for youth because of a delinquency record.

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Conserving the Health of Children

1. The health and well-being of children depend to a large extent upon the health of all the members of their families. Preventive and curative health service and medical care should be made available to the entire population, rural and urban, in all parts of the country. A considerable portion of the population is able to obtain from its own resources all or part of the necessary medical service. Another large section of the population, however, consists of families whose incomes are below the level at which they can reasonably be expected to budget all the varying costs of illness without interfering with the provision of other items essential to the family’s health and welfare; for these there should be available adequately supervised medical and dental care through a program financed by general tax funds, social-insurance systems, or such combination of methods as may be best suited to local conditions.

To achieve these ends will require expansion of full-time local public-health services organized on a city, county, or district basis; construction and adequate support of health centers and hospitals as needed, especially in rural areas, and more effective use of existing medical services and facilities; more effective coordination of community public-health and medical services conducted by various agencies, public and private.
2. For all women during maternity and for all newborn infants, complete service for maternity care and care of the newborn infants should be available, through private resources or public funds. Such service involves—

Care of the mother throughout pregnancy, including the service of a qualified physician, of a public-health nurse, preferably one with training in obstetric care and care of newborn infants, and of a dentist, and nutrition service and social service when needed.

Care at delivery by a qualified physician, aided by a nurse trained and experienced in delivery nursing care, or such care as may be given by qualified and appropriately supervised nurse-midwife services when care by a physician is not available.

Obstetric and pediatric consultation service when needed to aid general practitioners in their care of mothers and infants.

Hospital care, as necessary, in an approved hospital provided with obstetric and pediatric consulting staff, isolation facilities for infectious patients, and facilities for care of emergency or complicated cases, for transportation, and for social service.

After the birth of the child medical and nursing care for the mother in home, hospital, or clinic; supervision of nutrition of the nursing mother; and medical and nursing supervision of the newborn infant.

3. For all infants and children preventive and curative medical services should be available, including adequate means for control of communicable disease. These services, financed through private resources or public funds, include—

The supervision of health and development of infant and child at stated intervals throughout the period of growth,
and care by qualified physician and public-health nurse when needed, at home, in child-health conferences, in schools and in physicians' offices, including preventive dentistry by qualified dentists for children of preschool and school age and social services as needed.

Health instruction in schools and health education of parents in methods of conserving both physical and mental health.

More intensive and widespread programs of safety education.

Effective nutrition services.

Mental-health service when needed.

Medical care for sick children in home, clinic, or office of qualified physician. Facilities should be available for expert diagnosis and care of sick children, for consultation by pediatricians in appropriately organized diagnostic and treatment clinics, and for social services as needed.

Hospital care, as necessary, in an approved hospital provided with pediatric consulting staff and separate wards for children; convalescent care, as necessary for medical, social, or economic reasons, for children in need of prolonged care to restore health and fit them for family life and community life.

4. In the sharing of responsibility for public maternal and child-health services by local communities, States, and the Federal Government, the following principles should be observed:

The local community should provide maternity care and health and medical services for children, as needed, as part of its public-health responsibility, utilizing available qualified services and facilities.

The State should give leadership, financial assistance,
specialized service, and supervision in the development of local services, and should be responsible for setting standards of care and service acceptable on a State-wide basis.

The Federal Government should assist States through financial support, research, and consultation service, and should be responsible for setting standards of care and service acceptable on a Nation-wide basis.

Federal grants to the States for the expansion of maternal and child-health services, including hospital and medical care, should be made on a basis that will raise most effectively the level of service in those areas where it is not adequate and so reduce existing inequalities in these fields of service.

5. In recognition of the fundamental importance of nutrition to the health of children, the President is requested to appoint a national nutrition committee composed of physicians and other scientists, economists, agricultural experts, consumers' representatives, teachers, and administrators. Such a committee should review our present knowledge, coordinate the various efforts now being made to improve nutrition, and point the way toward a national policy in this field.

6. A broad program of education to enlighten citizens in all the aspects of the program of health and medical services for mothers and children is a fundamental necessity. Because of the primary importance of personnel training and of research, the Conference urges special emphasis on the following recommendations:

7. In undergraduate professional schools and graduate curricula the training of personnel to develop and carry on maternal and child-health services is a major problem. Special provision should be made for the training of such personnel.

8. Particular training should be given to nurse-midwives to
prepare them for work in remote rural areas, under the supervision of physicians qualified for this purpose.

9. Adequate support should be given to research as well as to direct service through public appropriation and private grants, since research underlies all advance in practical programs of health and medical care, including dental health for mothers and children. The results of research may markedly reduce the costs of care.

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Social Services for Children

1. Social services to children whose home conditions or individual difficulties require special attention should be provided in every county or other appropriate area. An obligation rests upon both public and private agencies for the development of adequate resources and standards of service. This should apply not only to agencies dealing specifically with child welfare but also to any organization whose work affects children.

2. The local public-welfare department should be able to provide all essential social services to children, either directly or through utilizing the resources of other agencies. Public and private child-welfare agencies should cooperate in a program which will assure the proper service to every child in need. Child-welfare services should be based on the following principles:

Public child-welfare services should be available to every child in need of such help without regard to legal residence, economic status, race, or any consideration other than the child’s need.

Public-welfare agencies should assume continuing responsibility for children received into their care as long as they are in need of public protection or support.
Children should be given whatever service they need from public-welfare agencies without court commitment, unless change of legal custody or guardianship is involved, or legal action is needed because of the circumstances of the parents’ neglect or the child’s delinquency.

Public child-welfare services should be provided as part of general public-welfare administration, which should also include aid to dependent children and general relief.

For children who require care away from their own homes, there should be available such types of family-home and institutional provision as may be necessary to insure their proper care, having due regard for special handicaps and problems of adjustment. Child-caring agencies and institutions should have adequate funds for the maintenance of children, and also for such services as are required to meet their physical, emotional, educational, and religious needs, utilizing to the fullest extent community resources available for these purposes.

Where public funds are paid to private agencies and institutions, they should be given only in payment for care of individual children whose admission to service has been approved by the public agency and who remain its responsibility. Such payments should be made on a per capita, per diem basis, and should cover as nearly as possible maintenance costs. If service is needed by the family while the child is in foster care, there should be a definite understanding between the public-welfare department and the private agency as to which is to render such service.

3. It is the function of the juvenile court to provide legal action based on social study, with a view to social treatment, in cases of delinquency requiring court action and in cases involving adjudication of custody and guardianship or enforce-
ment of responsibilities of adults toward children. As local public-welfare departments become equipped for adequate child-welfare service, juvenile courts should be relieved of cases not coming within these classes.

Courts dealing with children's cases should have judges and social-service staff qualified to give adequate services to children. In the larger communities a probation staff of qualified workers is required. In less populous areas the court may use the services of child-welfare workers in the public-welfare department.

Social service is needed in connection with court action in cases of delinquency and neglect and in many cases of other types. Social investigation and service, for example, are necessary in cases of divorce and legal separation when custody or responsibility for the support of children must be adjudicated; in cases of adoption, of determination of paternity and support of children born out of wedlock, and of desertion and nonsupport of families. Where jurisdiction over these cases is not placed in the juvenile court, such service should be supplied either by the court having jurisdiction or through cooperative arrangements with the juvenile court or community welfare agencies.

4. The State welfare department should provide leadership in developing State and local services for children and in improving standards of care, and should administer such services as cannot be provided appropriately in local units. It should have a division responsible for promoting the interests and welfare of children and a definite appropriation for this purpose. Besides general promotion and leadership, the service for children provided by the department should include State financial assistance to local units of government to enable them to undertake preventive measures and, when necessary,
service to children, and to reduce prevailing inequalities in local community services.

5. The Federal Government should enlarge its child-welfare activities so as to make them more fully available to the States, and through the States to local units of government, and to private child-welfare agencies and parents.

These activities should include publication of child-welfare information; research; advisory service to authorities and agencies responsible for developing and administering child-welfare programs; leadership and funds for demonstration of service and development of methods of administration; and grants to States for assistance to needy children in their own homes and for such other forms of service to children in need of special protection as experience may prove to be necessary.

6. Community, State, and Federal child-welfare services should be developed on the basis of careful planning participated in by health, educational, and social-service agencies, public and private, and by representative citizens. Interdepartmental cooperation in the administration of these programs should be developed by Federal, State, and local governments.

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Children in Minority Groups

1. Civic and social agencies, labor and consumer organizations, political parties and governmental agencies, not only should place no obstacles in the way of adequate representation and participation of minority groups both in the ranks and in administrative and policy-making activities, but should welcome and encourage such participation.

2. In housing programs financed by Federal, State, and local governments, persons should be given equitable benefits according to need, regardless of race, creed, and color; more-
over, programs should be so administered as to assure important minority groups due participation in the development and operation of housing programs.

3. Employers and labor organizations should establish outspoken policies against discrimination on grounds of race and color; antialien bills which exploit race prejudices should be discouraged; practices which limit the suffrage of citizens in minority groups should be corrected; and organizations deliberately exploiting race prejudice should be condemned.

4. In the local use of Federal and State grants the same standards should be applied to minority groups as to others, and this should be a specific legislative requirement enforced by public opinion and safeguarded by the right of the individual to appeal and to obtain a fair hearing.

5. The kind of protection afforded by fair-labor-standards legislation and certain social-insurance benefits should be provided for those engaged in agriculture and domestic service, occupations which include a large proportion of certain minority groups.

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Children in Migrant Families

It is recommended that the Federal Government accept responsibility for the development of an inclusive plan for care of migrant families. Such a plan should be based on the following principles:

1. Financial responsibility for interstate migrants should lie with the Federal Government since local public opinion and existing settlement laws and other statutes deny assistance or community services to many migrant families. In the actual provision of such facilities and services the Federal Government should operate through State and local authorities wherever practicable, but should take direct responsibility for their operation whenever necessary.
2. State and local governments should take financial and administrative responsibility for families that migrate within State boundaries. Actually groups of migrant families often include both interstate and intrastate migrants. In the provision of services, therefore, Federal, State, and local governments should work out cooperative plans which will assure the provision of services to families when needed, regardless of where ultimate financial responsibility may lie.

3. Government employment services should take responsibility for the orderly guidance of migrant labor in seasonal employment in agriculture and other occupations.

4. Plans for the employment of migrant families should take into account the desire for resettlement of those families for which seasonal labor is only a makeshift and whose primary desire is to carry on independent farming operations.

5. To deal with the more immediate and also the continuing problems of agricultural workers and their families, which constitute at present the majority of migrant families, it is desirable that measures relating to wages and hours, collective bargaining, and social security be extended as soon as practicable to all agricultural labor, with such adaptations as may be necessary to meet their needs.

6. Housing and sanitary regulations should be made applicable to the shelter of migratory and seasonal labor, and adequate appropriations and personnel should be made available to the appropriate agencies to enforce these regulations.

7. Long-range measures that may prevent families from becoming migrants should be introduced both in agriculture and in industry—in agriculture, by such means as preventing soil erosion and soil exhaustion, and helping farmers to meet technological changes and difficulties of financing operations; in industry, by measures to offset technical and economic
changes that result in communities being stranded because of permanent discontinuance of local industries.

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Public Administration and Financing

1. The number of local administrative units of government for health, education, and welfare should be reduced, and units sufficiently large and appropriate for efficiency and economy in performing the functions of government should be organized.

2. Financial responsibility should be shared by governments at the various levels—local, State, and Federal—taking into account the needs in the respective localities and States and the resources of these governmental units.

3. Merit systems which will assure competent personnel to perform the services essential for children should be adopted in public administration in local, State, and Federal governments.

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Government by the People

Undemocratic limitations on suffrage should be removed, especially when they tend to discriminate against those in low-income groups or racial minorities. Participation in government and the exercise of civic responsibility can then become the clear obligation as well as the privilege of citizenship.