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# Colorado

## State Department of Public Welfare

### Quarterly Bulletin

Vol. 2

October, November, December, 1938

No. 4

# Annual Report, 1938



COLORADO  
STATE DEPARTMENT OF PUBLIC WELFARE  
State Capitol Annex  
Denver, Colorado



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**Roy A. Davis**

Member

**Colorado State Board of Public Welfare**

Roy A. Davis, a member of the Colorado State Board of Public Welfare, has been actively interested in civic and social welfare problems for many years. This undoubtedly influenced Governor Ammons when he appointed Mr. Davis in June, 1938, to succeed his late brother, Ray E. Davis, on the Colorado State Board of Public Welfare. Mr. Davis was born, reared, and educated in Indiana but, when a young man, he came to Colorado to make his home. For more than a quarter of a century he has successfully operated his own business in Colorado Springs and has generously given his time and ability to his community and state. In 1919, he was elected to the State Legislature and following his re-election in 1921, he was made Speaker of the House. Mr. Davis was elected to the State Senate in 1927 and was chosen president pro-tem of that body during the second session of his term. He served as president of the Colorado Springs Rotary Club in 1923-24 and as a governor of Rotary International in 1926-27. During the past fifteen years he has been an active member of the Advisory Board of the Salvation Army and recently completed a term as director and vice president of the Colorado Springs Chamber of Commerce. He is treasurer and a director of the Colorado State Chamber of Commerce. Mr. Davis, who holds membership in many fraternal orders, is a Past State President of the Fraternal Order of Eagles. As members of this order, he and his late brother pioneered in the cause of pensions for the needy aged in Colorado.



**COLORADO  
STATE DEPARTMENT OF PUBLIC WELFARE**

Earl M. Kouns, Director

Honorable Ralph L. Carr, Governor

**STATE BOARD OF PUBLIC WELFARE**

HERBERT FAIRALL, Chairman

FRED B. ORMAN

DAVID W. OYLER

ROY A. DAVIS

MARY ISHAM, Secretary

FLORENCE HUTSINPILLAR

EARL M. KOUNS, Executive Secretary

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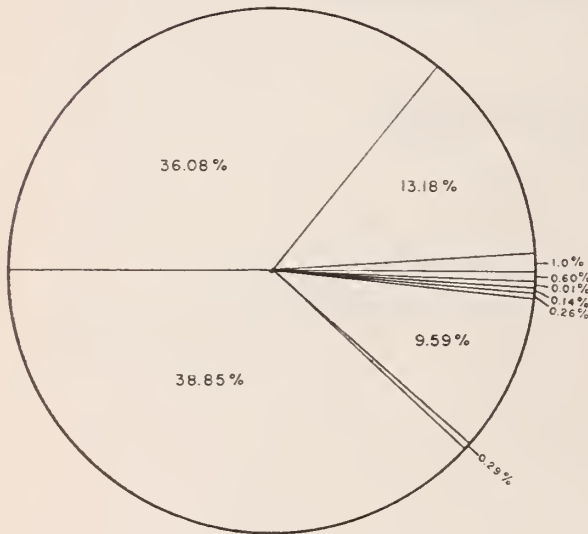
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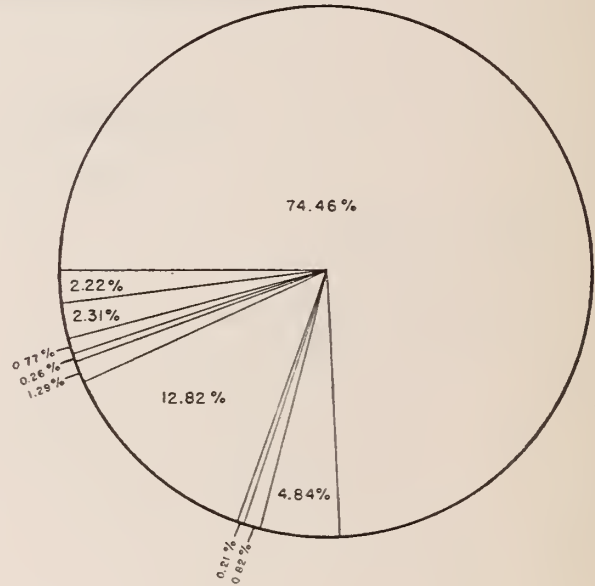
STATE PUBLIC WELFARE FUND

SOURCES AND AMOUNTS OF REVENUE, AND DISTRIBUTION AND AMOUNTS OF EXPENDITURES  
SHOWING RELATION OF EACH AMOUNT TO TOTALS  
YEAR, 1938

REVENUES



EXPENDITURES



Revenues, Year 1938

Source	Amount	<sup>2</sup> Percent- age
Sales Tax.....	\$ 6,230,195.67	36.08
Liquor Taxes .....	2,276,455.59	13.18
Use Tax.....	172,524.18	1.00
Inheritance Tax (10%).....	102,968.12	.60
Incorporation Fees (10%).....	1,063.54	.01
Recoveries .....	23,597.92	.14
License Fees, Cities and Towns .....	44,587.77	.26
Unemployable Relief Appro- priation .....	1,656,394.80	9.59
Tuberculosis Appropriation..	50,000.00	.29
Federal Grants-in-Aid .....	6,710,086.58	38.85
Miscellaneous .....	838.18	.....
<b>Total .....</b>	<b>\$17,268,712.35</b>	<b>100.00</b>

<sup>1</sup>Expenditures, Year 1938

Source	Amount	<sup>2</sup> Percent- age
Old Age Pensions (Inc. Bonus and Burials).....	\$13,738,398.67	74.46
Aid to Dependent Children....	893,572.30	4.84
Aid to the Blind (Inc. Burials and Treatment).....	152,016.47	.82
Recoveries Refunded to the Social Security Board.....	656.91	.....
Child Welfare Services.....	38,548.58	.21
Unemployable Relief.....	2,364,968.98	12.82
Distribution of Commodities..	238,125.84	1.29
Tuberculosis Expenditures ....	48,550.41	.26
State Administrative Expense	141,503.73	.77
State's Share of County Ad- ministrative Expense .....	426,456.31	2.31
Transfers to General Fund....	408,880.55	2.22
Miscellaneous .....	15.00	.....
<b>Total .....</b>	<b>\$18,451,693.75</b>	<b>100.00</b>

<sup>1</sup>Includes \$2,753,135.79 balance Jan. 1, 1938, from 1937 revenues, the greater part of which was in the Old Age Pension Fund.

<sup>2</sup>Less than .01 not shown.

Table 1.

RECEIPTS, EXPENDITURES, AND UNOBLIGATED BALANCE, YEAR 1938

UNOBLIGATED BALANCE, JANUARY 1, 1938.....		\$ 2,753,135.79
RECEIPTS:		
Sales Tax.....	\$ 6,230,195.67	
Liquor Taxes.....	2,276,455.59	
Use Tax.....	172,524.18	
Inheritance Tax (10%).....	102,968.12	
Incorporation Fees (10%).....	1,063.54	
Recoveries, Old Age Pensions.....	23,597.92	
License Fees, Cities and Towns (Liquor).....	44,587.77	
Appropriation—Unemployable Relief.....	1,656,394.80	
Appropriation—Tuberculosis Fund.....	50,000.00	
Federal Grants-in-Aid.....	6,710,086.58	
Miscellaneous Receipts.....	838.18	
Total Receipts.....		17,268,712.35
TOTAL BALANCE AND RECEIPTS.....		\$20,021,848.14
EXPENDITURES:		
Old Age Pensions (including Burials).....	\$12,778,334.23	
Old Age Pensions, Bonus.....	960,064.44	
Aid to Dependent Children.....	893,572.30	
Aid to the Blind (including Burials & Treatment).....	152,016.47	
Old Age Assistance Recoveries paid to Federal Government.....	656.91	
Child Welfare Services—State Expense.....	18,280.71	
Child Welfare Services—Federal Expense.....	20,267.87	
Allotments for Unemployable Relief.....	2,364,968.98	
Purchase and Distribution of Surplus Commodities.....	238,125.84	
Tuberculosis Expenditures.....	48,550.41	
State Administrative Expense.....	141,503.73	
State's share of County Administrative Expense.....	426,456.31	
Transfers to General Fund.....	408,880.55	
Miscellaneous Expenses.....	15.00	
Total Expenditures.....		18,451,693.75
UNOBLIGATED BALANCE, DECEMBER 31, 1938.....		\$ 1,570,154.39*

\*Including \$1,185,446.88 in Old Age Pension Fund.

Chart II.

STATE OF COLORADO  
DEPARTMENT OF PUBLIC WELFARE  
ORGANIZATION CHART

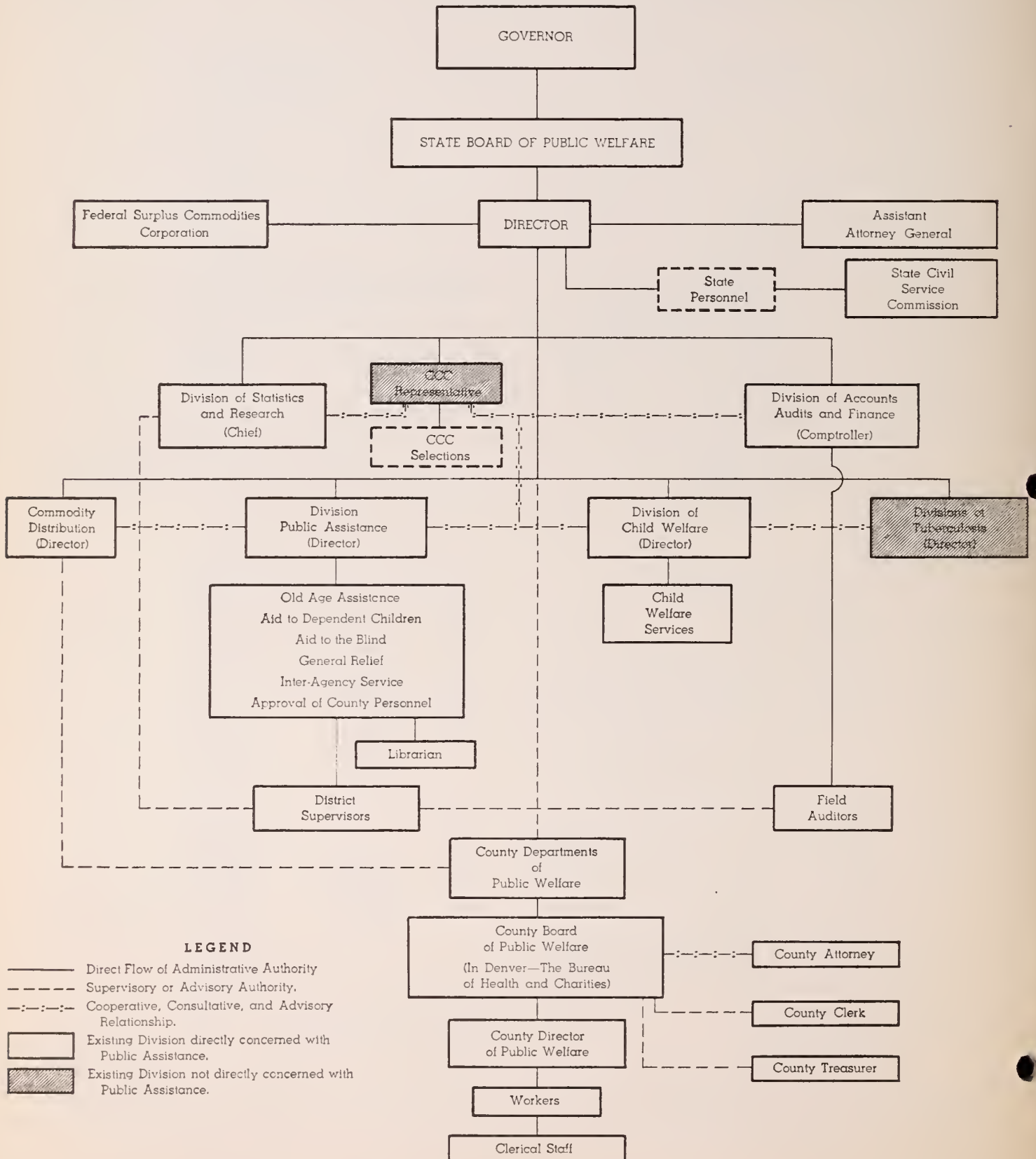


Table 2.

STATE AND FEDERAL FUNDS ALLOTTED TO COUNTIES YEAR 1938, FOR WELFARE PURPOSES

Counties	Unemployable Relief	Old Age Pensions	Aid to the Blind	Aid to Dependent Children	Public Welfare Administration	Tuberculosis Assistance	Total
Adams	\$ 20,408.50	\$ 190,950.06	\$ 1,131.22	\$ 11,689.35	\$ 5,651.31		\$ 229,830.44
Alamosa	16,499.75	76,681.25	621.00	4,174.67	1,445.18		99,421.85
Arapahoe	53,471.00	370,589.61	3,015.00	32,466.00	8,599.43	\$ 1,551.92	469,692.96
Archuleta	7,616.25	58,089.36	270.00	747.35	2,159.28		68,882.24
Baca	22,404.75	119,617.09		6,981.34	4,862.38	259.93	154,125.49
Bent	16,313.50	115,334.45	1,254.75	4,787.34	4,505.29	563.15	142,758.48
Boulder	59,598.50	400,590.68	4,059.22	25,967.79	14,486.08	3,350.11	508,052.38
Chaffee	23,502.25	110,841.86	1,431.75	10,305.99	3,567.74		149,649.59
Cheyenne	8,617.25	62,928.62	510.00	1,856.84	1,950.15		75,862.86
Clear Creek	11,030.25	35,698.77	1,125.00	2,460.68	1,465.12		51,779.82
Conejos	23,380.50	161,213.70	1,211.25	8,568.66	3,620.79	70.97	198,065.87
Costilla	22,676.75	91,132.35	1,172.28	1,253.05	4,411.72		120,646.15
Crowley	10,518.25	82,115.86	1,194.00	4,986.65	2,251.75	1,620.86	102,687.37
Custer	2,977.50	44,393.83	1,590.00	1,352.00	1,315.70		51,629.03
Delta	20,607.75	222,186.35	4,177.01	15,057.36	5,960.22	1,169.31	269,158.00
Denver	788,138.31	3,730,405.27	28,832.73	289,144.00	112,856.70	2,933.52	4,952,310.53
Dolores	4,674.75	23,101.21	75.00	2,023.34	1,121.00		30,995.30
Douglas	5,210.50	42,810.81	861.75	4,639.32	1,684.16		55,206.54
Eagle	8,992.50	55,807.49		4,414.02	1,771.16	167.99	71,153.16
Elbert	6,321.50	67,028.14	532.50	4,735.36	3,060.05		81,677.55
El Paso	105,201.00	785,450.20	10,584.81	40,761.06	20,304.44	6,111.07	968,412.58
Fremont	55,763.75	310,546.09	4,685.02	17,511.56	5,543.84		394,050.26
Garfield	17,483.50	148,080.11	2,800.84	10,515.64	4,830.61	125.28	183,835.98
Gilpin	3,637.25	20,438.75		1,985.35	1,362.75		27,424.10
Grand	4,515.00	29,708.91	708.75	1,169.00	1,426.08		37,527.74
Gunnison	13,800.75	50,360.63	671.27	4,480.03	2,357.30		71,669.98
Hinsdale	1,030.50	4,123.89		10.00	312.82		5,477.21
Huerfano	79,108.50	292,505.94	3,315.00	360.00	9,730.84		385,020.28
Jackson	1,255.25	14,573.85		1,255.99	559.60		17,644.69
Jefferson	53,011.25	297,422.24	6,107.27	31,821.41	7,332.64	1,029.38	396,724.19
Kiowa	7,900.00	56,819.67	277.89	2,510.00	2,573.11		70,080.67
Kit Carson	16,910.00	170,395.85	1,030.33	9,956.00	4,384.80		202,676.98
Lake	15,989.00	42,964.21	1,035.00	1,643.32	1,567.91		63,199.44
La Plata	20,162.25	194,288.50	2,253.72	8,328.68	5,029.88		230,063.03
Larimer	79,778.25	511,631.60	4,017.59	31,866.33	19,205.14	1,121.81	647,620.72
Las Animas	128,622.75	511,199.51	11,536.88	26,195.33	20,880.70	1,280.65	699,715.82
Lincoln	13,470.75	111,493.76	1,561.88	4,545.00	3,309.21	188.91	134,569.51
Logan	30,200.00	177,177.12	2,983.50	12,526.03	4,642.56	586.86	228,116.07
Mesa	21,582.75	313,597.46	4,818.38	6,933.98	7,481.07	2,392.27	356,805.91
Mineral	1,586.75	9,711.93		360.00	472.86		12,131.54
Moffat	7,894.25	65,419.47		3,325.83	2,098.00		78,737.55
Montezuma	14,544.50	110,672.09	1,200.00	6,347.34	2,899.67	781.16	136,444.76
Montrose	19,452.00	187,490.16	1,869.00	6,067.66	3,949.33	420.67	219,248.82
Morgan	31,089.50	205,053.21	2,055.75	15,904.00	4,073.13		258,175.59
Otero	37,550.75	281,627.07	4,303.41	22,108.68	12,846.29	2,076.18	360,512.38
Ouray	4,567.00	37,446.59	540.00	2,480.00	964.40		45,997.99
Park	3,959.25	37,313.00		1,640.34	1,590.36		44,502.95
Phillips	10,277.50	61,149.66	401.25	4,948.67	1,064.80	33.08	77,874.96
Pitkin	5,649.00	39,535.17	797.21	2,204.00	1,467.20		49,652.58
Prowers	33,709.00	183,133.49	2,148.75	17,004.13	7,292.72	2,594.35	245,882.44
Pueblo	159,051.42	789,360.53	12,109.50	36,550.32	27,559.98	2,757.22	1,027,388.97
Rio Blanco	3,747.75	36,741.12		3,287.30	1,328.96	22.30	45,127.43
Rio Grande	16,943.50	126,021.66	1,093.49	6,197.35	3,389.63	1,131.50	154,777.13
Routt	9,741.50	104,786.43	1,135.22	9,401.67	3,459.85		128,524.67
Saguache	7,764.00	74,501.54	270.00	2,547.00	2,169.44		87,251.98
San Juan	2,922.00	11,161.62		804.00	936.00		15,823.62
San Miguel	6,884.75	36,967.16	990.00	820.02	1,461.35	389.14	47,512.42
Sedgwick	5,925.75	55,645.23	187.50	3,525.32	1,545.47	214.66	67,043.93
Summit	2,540.00	22,318.10		580.00	967.62		26,405.72
Teller	10,690.75	91,514.58	1,534.50	1,600.66	2,154.11	336.20	107,830.80
Washington	15,264.50	115,124.54	1,693.12	9,563.67	2,854.69		144,500.52
Weld	128,963.00	695,367.72	5,052.75	62,720.70	23,878.55	7,049.84	923,032.56
Yuma	21,867.75	173,675.25	1,462.50	9,173.35	5,262.00	622.83	212,063.68
TOTALS	\$2,364,968.98	\$13,656,032.37	\$150,296.54	\$881,147.83	\$425,266.92	\$ 42,953.12	\$17,520,665.76

# General Assistance

On the Department of Public Welfare—state and county units—rests the responsibility of administering public funds in a manner which will meet the widest possible range in social needs and which will, at the same time, protect the interests of the taxpayer.

While a large number of persons in Colorado share the benefits made possible by the Social Security Act, many of the needy in the state do not fall within the realm of categorical assistance because of their inability to meet specified eligibility requirements. Through the medium of general assistance, these citizens are aided, so far as possible, to live at a decent and healthful level.

The topography of Colorado is such that economic conditions together with the complexity and diversity of problems differ tremendously in the various sections of the state. Even though standards of care obviously vary between counties, it is the objective of all to obtain a consistently adequate standard. By legislative action, the state of Colorado has sought to alleviate the burden of the counties by sharing their relief costs.

Chapter 186, Session Laws of Colorado, 1935, established the Official Colorado State Relief Committee. Section 1 of the law is as follows:

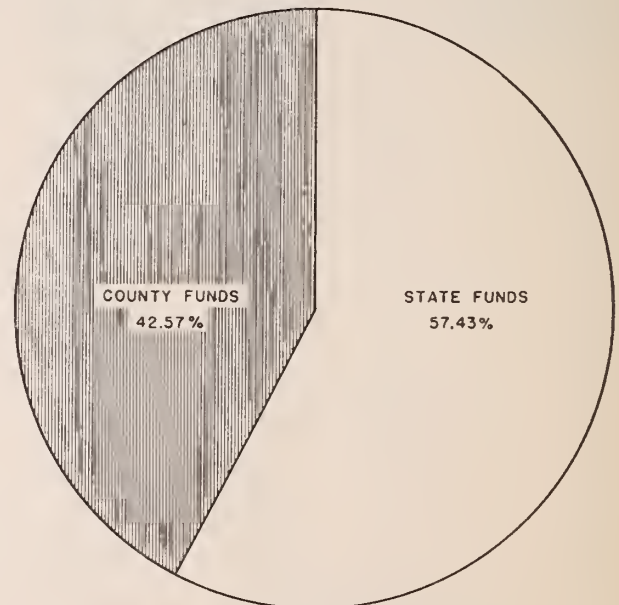
"For the purpose of preserving the peace, health and safety of the people of this State; promoting the orderly, intelligent and economical care and relief of the poor and destitute unemployed, and unemployable persons, of the State; administering, supervising and coordinate the efforts of the State and its counties, city and county, cities and towns, in the care and relief of poor and destitute unemployed, and unemployable persons; cooperating with the Federal Government or any Federal agency or agencies, in any plan or program for the promotion and furtherance of public welfare and social security, and of receiving, allocating, disbursing, administering, and supervising funds provided by the State, or the Federal Government or any of its agencies, or both, for such purpose, the Official Colorado State Relief Committee, is hereby created. \* \* \*

The movement to take the administration of general assistance out of the "temporary" and "emergency" classification and to establish it as a permanent function of state government is reflected in the passage of the Welfare Organization Act of 1936 which created the State Board of Public Welfare to

succeed the Official Colorado State Relief Committee, with all of the duties and functions formerly conferred upon it.

In 1937, the Colorado General Assembly made an appropriation of \$5,000,000.00 for the biennium ending June 30, 1939. From this appropriation the State Department of Public Welfare makes monthly allocations which enable the counties to meet their relief problems more adequately. State funds, distributed to the counties on the basis of need, supplement but do not replace local funds. In all counties, the money allocated by the State Department is deposited in a particular fund known as the Special State Relief Fund. There are certain restrictions on disbursements from this fund, namely: expenditures can be made only for general assistance to needy persons whose case records show that eligibility was determined by thorough investigations; no disbursements can be made for administration costs; no obligations incurred for county-owned or county-operated farms, hospitals, and other institutions can be met by withdrawals from this fund.

**NET DISBURSEMENTS FOR GENERAL RELIEF—PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS**  
1938



Source	Expenditures	
	Amount	Per Cent
State .....	\$2,359,966.08	57.43
County .....	1,749,533.28	42.57
<b>Total .....</b>	<b>\$4,109,499.36</b>	<b>100.00</b>

It is shown that expenditures for general assistance recipients in 1938 aggregated \$4,109,499.36. This represented a monthly average of \$196,663.84 expended from state funds and \$145,794.44 from

county funds. Since there is no law governing the percentage of participation by state and county units, the relationship is dependent on the extent of state appropriation and the extent of the counties' ability to furnish funds.

**EXPENDITURES FROM STATE SPECIAL RELIEF FUND  
1938 COMPARED WITH 1937**

	Expenditures		Per Cent of Total	
	1938	1937	1938	1937
Cash relief.....	\$1,269,068.91	\$1,490,049.08	53.76	51.23
Food and household expense.....	503,144.08	668,393.24	21.32	22.96
Hospitalization* .....	201,539.57	252,497.21	8.54	8.68
Medical care.....	137,275.45	183,110.19	5.82	6.29
Fuel, light, and water.....	82,029.64	110,902.61	3.48	3.81
Shelter .....	62,024.33	90,653.11	2.63	3.12
Clothing and dry goods.....	25,534.65	31,345.82	1.08	1.08
Burials .....	22,115.72	34,434.27	.94	1.18
Miscellaneous .....	57,233.73	47,948.51	2.43	1.65
<b>Total .....</b>	<b>\$2,359,966.08</b>	<b>\$2,909,334.04</b>	<b>100.00</b>	<b>100.00</b>

\*The amount expended for hospitalization includes the amount paid for convalescent and nursing care.

Expenditures from state funds for general assistance were 18.9 per cent less in 1938 than in the preceding year. In both years cash payments to recipients represented more than 50 per cent of the total. The State Board of Public Welfare in November, 1936, went on record as favoring distribution of cash relief insofar as possible. Hospitalization and medical-care expenditures in the table above are those which were chargeable to individual cases, as no disbursements can be made from these funds for group care given in county-owned or county-operated institutions.

By inspection of the foregoing table, which is a summary of data for individual counties in Table 3 on page 7, and the following one, which is a summary of Table 4 on page 9, it will be noted that approximately two-fifths of the total expenditures were services and care in connection with the health problems of needy people. Expenditures for maintenance of county hospitals and farms, reported by the counties in which the institutions are located, were included in arriving at this figure. County farms are in operation in 10 counties; county hospitals in 3; and county farms combined with county hospitals in 6.

The unit of count for general assistance is the case—either a household or an individual living alone. A monthly average of approximately 16,000 cases receiving general assistance in 1938 indicates no appreciable change from 1937. There are included in the average cited above approximately 10,000 cases who, because of illness, disability, or advanced age, are classified as unemployable. As-

(Continued on Page 23)

**GENERAL RELIEF EXPENDITURES  
FROM COUNTY FUNDS,  
YEAR 1938**

Maintenance of county hospitals and farms .....	\$ 844,940.92
Hospitalization .....	237,639.45
Salaries of doctors and nurses, and expenses of county health units.....	231,886.91
Food, shelter, and home care.....	160,458.79
Medical and dental care, drugs, glasses, etc. ....	97,746.74
Fuel, light, and water.....	35,644.75
Cash relief.....	25,000.00
Burials .....	18,190.67
Clothing .....	8,792.66
Transportation .....	5,293.34
All other.....	83,939.05
<b>Total .....</b>	<b>*\$1,749,533.28</b>

\*Denver County's funds were expended as follows:

Denver General Hospital.....	\$565,021.36
Denver Farm.....	50,174.48
Laboratory .....	33,648.80
Steele Hospital.....	33,414.86
County physicians.....	25,592.86
Cash relief.....	25,000.00
Visiting Nurse Association.....	18,000.00
Colorado Psychopathic Hospital.....	16,200.00
Tuberculosis Dispensary.....	13,973.95
State Home for Girls.....	11,602.00
Venereal Clinic.....	9,197.24
Detention Home.....	9,192.14
National Jewish Hospital.....	3,600.00
Child welfare.....	1,200.00
<b>Total .....</b>	<b>\$815,817.69</b>

Table 3.  
STATE SPECIAL RELIEF FUND  
STATE FUNDS EXPENDED BY COUNTIES FOR GENERAL RELIEF  
SHOWING AMOUNT AND DISTRIBUTION  
YEAR 1938

Counties	Cash Relief	Food and Household Expense	Shelter	Fuel, Light and Water	Hospitalization	Medical Care	Burials	Clothing and Dry Goods	Miscellaneous	Total
Adams	\$ 1,225.00	\$ 3,371.81	\$ 197.20	\$ 669.18	\$ 9,558.43	\$ 3,124.01	\$ 395.00	\$ 203.86	\$ 1,549.10	\$ 20,293.59
Alamosa	6,580.77	6,112.28	560.75	711.28	1,097.85	568.27	107.00	664.63	84.18	16,487.01
Arapahoe	19,772.89	28,792.82	3,148.83	6,483.37	636.50	819.10		415.45	3,393.86	63,462.82
Archuleta	7,450.00	94.00	15.00							7,559.00
Baca	10,448.85	1,727.09	54.00	172.21	4,473.72	4,134.67	350.00	73.37	379.96	21,813.87
Bent	8,548.23	1,533.71	214.24	358.32	3,701.77	1,114.07	523.94	218.13		16,212.41
Boulder	43,137.00	7,657.95	1,557.67	976.99	3,354.36	1,650.56	1,255.00	44.02	1,205.49	60,839.04
Chaffee	9,368.00	7,209.92	948.35	606.02	2,381.21	825.23	175.00	266.61	912.26	22,692.60
Cheyenne	1,949.00	489.84	75.30	115.16	2,564.97	2,966.68	340.87	19.36	168.51	8,689.69
Clear Creek	395.32	4,700.95	290.00	697.42	3,500.48	347.30		5.00		9,936.47
Conejos	9,745.40	3,277.20	5.00	4.00	3,483.57	5,739.06	995.49	151.60	442.78	23,844.10
Costilla	9,163.25	4,449.95	175.75	4.00	3,268.56	6,560.09	230.00	1,024.22	251.00	25,126.82
Crowley		6,228.94	546.75	1,859.38	802.73	399.59	60.00	183.70	473.77	10,554.86
Custer	1,555.00	186.01	12.50	120.62	620.55	436.57		29.07	7.60	2,967.92
Delta	9,913.29	3,231.43	432.10	256.82	5,737.16	1,410.12	105.00	415.26	1,024.80	22,525.98
Denver	742,524.61					2,617.05			28,597.15	773,738.81
Dolores	3,737.00	215.75	95.00	31.00	472.00	162.25			71.20	4,784.20
Douglas		1,404.24	227.00	88.33	2,911.06	241.90		39.04	188.66	5,100.23
Eagle	5,922.80	1,708.78	250.00	48.11	330.85	476.41		33.19	256.50	9,026.64
Elbert	2,966.50	417.48	20.86	85.73	445.15	1,867.78		3.90	478.25	6,285.65
El Paso		51,434.48	8,367.36	10,705.40	31,978.23	1,362.96	1,200.00	350.04	10.00	105,408.47
Fremont	32,409.40	12,229.35	558.75	133.41	1,441.34	4,514.25	150.00	419.16	889.70	52,745.36
Garfield	8,534.83	2,987.50	1,250.12	243.14	1,248.39	3,302.01	307.00	369.05	1,459.99	19,702.03
Gilpin	2,864.75	45.89		100.47	362.05	153.60		56.82	106.27	3,689.85
Grand	727.96	2,842.66	171.50	8.00	20.07	82.31		36.50	113.68	4,002.68
Gunnison	4,016.88	8,340.72	836.42	1,003.34	251.10	628.67		63.15	425.12	15,565.40
Hinsdale	1,048.00			11.69	56.00	105.00				1,220.69

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Huerfano	446.74	54,142.56	2,600.81	6,160.65	5,143.63	1,204.78	7,672.17	78,358.50
Jackson	25.60	56.92	335.66	861.62	81.31	62.00	13.60	1,436.71
Jefferson	7,873.71	33,595.38	1,572.34	4,489.49	2,576.67	100.00	206.42	2,383.79
Kiowa	3,086.50	965.51	362.14	1,622.03	1,272.34	50.00	74.92	7,769.81
Kit Carson	1,354.30	4,979.36	652.16	4,445.15	4,039.80	405.00	475.33	17,084.16
Lake	5,210.60	4,417.66	2,854.10	4,348.01	4,755.81	200.00	362.99	18,153.13
La Plata	13,871.80	3,474.92	179.61	1,432.20	483.22	155.00	270.18	20,548.03
Larimer	53,053.28	14,488.93	1,403.92	5,433.96	232.00	724.80	75,336.89	
Las Animas	87,104.39	12,258.73	476.58	10,785.70	10,028.93	3,620.00	1,409.07	128,914.78
Lincoln	5,290.25	2,932.46	861.55	1,380.52	2,150.24	135.00	110.18	13,568.97
Logan	605.00	12,573.69	3,625.25	6,305.89	3,615.54	592.50	770.35	29,497.19
Mesa	12,377.39	1,630.78	139.00	5,703.19	1,492.01	101.70	613.08	22,460.36
Mineral	50.00	864.33	152.06	284.81	68.40	28.30	1,447.90	
Moffat	4,609.94	1,991.44	442.56	9.00	215.09	100.00	38.22	7,657.27
Montezuma	9,381.50	777.39	31.30	2,014.00	881.05	50.00	167.95	14,177.47
Montrose	3,463.55	6,858.95	818.65	4,657.46	3,178.94	412.50	650.05	20,724.11
Morgan	2,658.47	12,058.46	1,949.63	5,756.03	5,392.01	921.00	437.21	30,976.01
Otero	15,589.01	6,117.22	680.87	7,781.91	9,518.53	2,398.51	450.43	43,061.06
Ouray	1,795.00	2,078.40	193.54	338.60	466.03	48.25	155.08	5,153.90
Park	1,812.00	2,058.88	25.28	1,128.60	372.66	150.00	57.70	6,325.93
Phillips	4,761.00	6,113.05	1,081.93	1,158.30	784.73	65.00	31.56	10,321.12
Pitkin	87.00	272.04	241.75	518.00	109.35	40.99	5,943.13	
Prowers	54,912.55	13,195.52	2,494.32	7,066.78	4,647.24	231.00	422.30	30,513.46
Pueblo	2,464.78	50,191.25	12,833.88	19,369.32	8,579.31	2,300.00	1,853.86	160,266.00
Rio Blanco	495.00	598.21	40.03	290.50	125.80	35.48	111.70	3,723.00
Rio Grande	3,198.00	6,010.65	230.00	3,077.16	1,755.98	529.45	153.47	13,674.80
Routt	2,373.65	2,260.31	283.99	2,976.75	312.94	147.54	665.32	10,315.44
Saguache	180.00	3,461.65	81.90	1,094.84	1,489.55	230.66	95.32	9,217.56
San Juan	374.00	3,001.59	461.95	1,033.88	185.48	67.50	44.83	3,652.37
San Miguel	441.07	4,139.57	470.47	1,699.16	984.35	55.00	52.25	6,236.07
Sedgwick	9,247.10	2,236.58	628.99	1,514.17	427.65	305.00	53.29	6,226.12
Summit	6.50	1,707.24	275.28	480.28	351.03	245.49	15.35	2,507.52
Teller	16,864.50	8,174.64	1,233.53	1,514.17	1,371.28	45.00	117.00	12,463.93
Washington	16,864.50	3,022.41	540.13	480.28	1,371.28	45.00	117.00	15,003.64
Weld	6.50	57,176.17	14,485.88	6,027.46	18,210.97	1,175.67	2,414.37	117,659.26
Yuma	16,864.50	2,570.48	607.16	1,030.01	646.07	259.15	161.15	22,516.49
Totals	\$1,269,068.91	\$503,144.08	\$82,029.64	\$201,539.57	\$137,275.45	\$22,115.72	\$25,534.65	\$2,359,966.08

Table 4. EXPENDITURES FOR WELFARE PURPOSES FROM COUNTY FUNDS ONLY  
YEAR 1938

Counties	Population 1930 Census	Aid to Dependent Children	Aid to the Blind	Welfare Administrative Expense	Assistance to Indigent Tuberculars	*General Relief	Total
Adams	20,245	\$ 5,865.54	\$ 457.99	\$ 7,052.62	\$ 29.90	\$ 18,597.89	\$ 32,003.94
Alamosa	8,602	2,078.67	207.00	1,983.57	.....	1,731.12	6,000.36
Arapahoe	22,647	16,323.33	1,046.96	10,329.73	1,744.52	34,013.41	63,457.95
Archuleta	3,204	381.32	90.00	2,792.52	.....	1,293.59	4,557.43
Baca	10,570	3,500.48	.....	5,431.52	89.88	7,117.10	16,138.98
Bent	9,134	2,415.65	440.00	5,425.20	711.18	4,574.73	13,566.76
Boulder	32,456	13,095.48	1,375.10	17,710.46	3,819.65	35,871.36	71,872.05
Chaffee	8,126	5,162.34	486.25	4,595.24	.....	6,082.59	16,326.42
Cheyenne	3,723	952.66	183.25	2,270.01	.....	2,283.22	5,689.14
Clear Creek	2,155	1,268.32	375.00	1,817.10	.....	10,557.53	14,017.95
Conejos	9,803	4,107.34	403.75	4,616.33	105.98	112.13	9,345.53
Costilla	5,779	682.02	401.35	5,202.64	.....	1,953.06	8,239.07
Crowley	5,934	2,500.02	390.50	3,471.67	1,624.60	4,681.39	12,668.18
Custer	2,124	706.00	553.75	1,876.08	.....	3,310.65	6,446.48
Delta	14,204	7,582.63	1,407.65	7,027.29	1,328.08	17,428.39	34,774.04
Denver	287,861	146,667.67	9,812.56	136,140.34	3,525.80	815,817.69	1,111,964.06
Dolores	1,412	1,011.82	30.00	1,283.96	.....	1,810.37	4,136.15
Douglas	3,498	2,367.35	294.38	1,921.75	.....	3,369.85	7,953.33
Eagle	3,924	2,224.65	.....	2,140.38	168.01	10,710.22	15,243.26
Elbert	6,580	2,430.64	167.50	3,738.24	.....	5,511.29	11,847.67
El Paso	49,570	20,627.53	3,544.55	24,345.30	5,560.05	69,083.63	123,161.06
Fremont	18,896	8,752.66	1,544.81	7,093.39	14.28	16,648.40	34,053.54
Garfield	9,975	5,264.07	908.86	6,653.61	162.79	12,353.35	25,342.68
Gilpin	1,212	981.98	.....	1,713.29	.....	6,828.77	9,524.04
Grand	2,108	556.00	250.00	1,891.38	.....	9,954.14	12,651.52
Gunnison	5,527	2,233.30	217.35	3,303.42	.....	12,475.91	18,229.98
Hinsdale	449	10.00	.....	331.29	.....	.....	341.29
Huerfano	17,062	180.00	1,065.00	11,169.08	.....	32,950.89	45,364.97
Jackson	1,386	624.67	.....	734.33	.....	1,897.88	3,256.88
Jefferson	21,810	15,990.71	2,098.41	8,614.85	1,078.14	56,859.30	84,641.41
Kiowa	3,786	1,271.34	95.13	3,204.86	.....	8,081.05	12,652.38
Kit Carson	9,725	5,001.50	302.12	5,814.32	.....	10,119.44	21,237.38

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Lake	4,899	863.02	345.00	2,793.14	1,798.45	5,799.61
La Plata	12,975	4,147.32	775.53	6,172.15	15,354.07	26,449.07
Larimer	33,137	16,363.33	1,366.71	23,353.39	1,121.85	200,023.56
Las Animas	36,008	13,757.34	3,871.25	24,014.58	1,487.06	51,979.08
Lincoln	7,850	2,273.34	518.12	3,911.88	226.32	18,269.94
Logan	19,946	6,221.31	986.25	6,086.53	586.87	21,269.92
Mesa	25,908	3,613.69	1,587.49	9,672.04	3,044.73	35,271.16
Mineral	640	180.00	.....	497.47	437.00	1,114.47
Moffat	4,861	1,680.40	.....	2,493.16	6,725.00	10,898.56
Montezuma	7,798	3,216.33	407.50	3,758.12	887.84	12,973.48
Montrose	11,742	3,047.84	624.25	4,442.28	285.55	16,139.09
Morgan	18,284	8,340.00	698.50	5,619.36	6,972.63	21,630.49
Otero	24,390	11,168.66	1,465.97	17,530.92	2,314.14	46,584.82
Ouray	1,784	1,302.67	180.00	1,162.06	3,551.39	6,196.12
Park	2,052	824.00	.....	2,511.07	6,000.00	9,335.07
Phillips	5,797	2,462.00	135.00	1,433.69	33.08	8,600.63
Pitkin	1,770	1,112.00	253.54	1,751.59	4,492.36	7,609.49
Prowers	14,762	8,662.14	731.25	9,181.77	2,530.36	40,356.89
Pueblo	66,038	18,515.34	4,054.75	35,640.68	2,757.21	126,577.03
Rio Blanco	2,980	1,617.70	.....	1,943.05	50.18	9,571.14
Rio Grande	9,953	3,099.15	369.50	4,691.74	829.53	16,610.25
Routt	9,352	4,734.00	377.17	4,240.74	11,216.46	20,568.37
Saguache	6,250	1,299.00	90.00	2,778.75	148.94	4,316.69
San Juan	1,935	412.00	.....	967.75	5,296.77	6,676.52
San Miguel	2,184	401.65	330.00	1,559.13	439.11	6,667.91
Sedgwick	5,580	1,811.35	70.00	1,904.01	210.19	7,438.97
Summit	987	306.00	.....	1,096.61	3,957.32	5,359.93
Teller	4,141	804.00	511.50	2,551.80	342.92	11,204.84
Washington	9,591	4,762.49	553.63	3,601.71	.....	19,444.55
Weld	65,097	32,224.40	1,725.00	27,808.69	6,817.75	158,236.33
Yuma	13,613	4,745.99	495.00	6,608.67	622.87	25,136.42
Totals	1,035,791	\$ 446,786.15	\$ 50,672.13	\$ 523,474.30	\$ 44,550.42	\$2,815,016.28

\*These expenditures do not include County Funds used for Sponsorship of W.P.A. Projects.

# Old Age Pensions

Old Age Pension is a program of aid designed to meet the needs of aged persons who are beyond the age of earning capacity and who have insufficient resources to maintain themselves. One highly significant feature of the effective administration of assistance to these persons is the close coordination that exists between Federal, state, and local agencies. Since September 1, 1937, Colorado's plan for Old Age Pensions has been operative in accordance with Constitutional Amendment No. 24 and Chapter 201 of the 1937 Session Laws, and with the approval of the Social Security Board. This was preceded by a similar plan approved for the needy aged under the provisions of the Old Age Assistance Act.

## Eligibility for Pensions to the Needy Aged

Section 4 of the \$45.00 Old Age Pension Act provides that pensions shall be given to any person who:

(a) Has attained the age of sixty years and has not reached the age of sixty-five years, and has resided in this state for a period of thirty-five years, continuously and immediately preceding the date of application, and who was a registered voter within the State of Colorado at the general election held therein next preceding his presentation of application for a pension under the provisions of this Act, and who qualifies under the provisions of paragraphs (c), (d), (e), (f) and (g) of this section.

(b) Has attained the age of sixty-five or more, and has resided in this State for at least five years within the nine years immediately preceding the application for a pension, the last year of which shall have been continuous and immediately preceding such application, and who qualifies under the provisions of paragraphs (c), (d), (e), (f) and (g) of this section.

(c) Is a citizen of the United States.

(d) Has not a net income of \$45.00 or more per month.

(e) Is not an inmate of or being maintained by any municipal, state or national institution at the time of receiving a pension. An inmate of an institution may, however, make application for such a pension, but the pension, if granted, shall not begin until he ceases to be an inmate.

(f) Has not made an assignment or transfer of property so as to render himself eligible

for a pension under this Act, at any time prior to the filing of application for a pension pursuant to the provisions of this Act.

(g) Is not because of his physical or mental condition in need of continuing institutional care and such care is reasonably available.

## Proposed Amendment

The following proposed amendment was submitted to the vote of the people at the general election held November 8, 1938:

"AN ACT TO AMEND ARTICLE XXIV OF THE CONSTITUTION OF THE STATE OF COLORADO, KNOWN AND REFERRED TO AS THE OLD AGE PENSION AMENDMENT, AND AUTHORIZING THE GENERAL ASSEMBLY TO CREATE AND PROVIDE FOR THE PAYMENT OF OLD AGE PENSIONS.

"Section 1. The General Assembly of the State of Colorado shall have power to create and provide for the payment of old age pensions from the general fund of the state, to be administered by such agencies and to be granted to such citizens and in such amounts as the General Assembly may determine."

This amendment was defeated by a majority of 116,623 votes. The vote in favor of the amendment was 157,975; against, 274,598. The candidates for the office of United States Senator received a total of 451,209 votes which was the highest number of votes cast for any office on the ballot. This might indicate that there were 18,636 voters who did not indicate approval or disapproval of the Old Age Pension amendment.

## Definitions

In all instances, where the terms are used, "Applicant" means a person who has applied for a pension under the Old Age Pension Act; "Recipient" means any person who has received a pension under the terms of the Act; "Pension" means money payments to aged persons in need or payments toward funeral expenses of such persons as provided in the Act; "Transfer" means the removal—authorized by the State Department—of a recipient from the rolls of one county to those of the county to which he has moved.

Table 5.

**OLD AGE PENSION STATISTICS**

January 1, 1938—January 1, 1939

**Applications**

Pending—December 31, 1937.....	1,940
Received during 1938.....	8,312
<b>Total</b> .....	<b>10,252</b>
Disposed of during the year.....	9,297
1. Granted .....	(73.2%) 6,801
2. Not granted.....	(26.8%) 2,496
A. Voluntary withdrawal.....	183
B. Applicant deceased.....	44
C. Denied .....	2,269
a. Residence requirements not met.....	534
b. Age requirements not met.....	393
c. Personal property excess \$250.00.....	383
d. Sufficient resources.....	323
e. Real property (not home) excess \$500.00 .....	158
f. Relatives support.....	84
g. Moved out of county.....	82
h. Not a registered voter.....	78
i. Citizenship requirements not met.....	74
j. Transferred property.....	60
k. In need of institutional care.....	18
l. Miscellaneous .....	44
m. Not stated.....	38

Pending—December 31, 1938..... 955

\* \* \* \* \*

**Cases Under Care**

Continued from December, 1937.....	34,604
Added during 1938.....	6,801
<b>Total</b> .....	<b>41,405</b>
Closed during 1938.....	3,263
Reasons for closing	
1. Death .....	2,411
2. Became self-supporting.....	255
3. Not eligible for original grant.....	99
4. Admitted to a public institution.....	98
5. Personal property excess \$250.00.....	87
6. Moved to another state.....	83
7. Relatives became able to support.....	69
8. Real property (not home) excess \$500.00.....	43
9. Moved to another county.....	21
10. Admitted to a voluntary institution.....	11
11. Miscellaneous .....	86

Continued to January, 1939..... 38,142

**Applications**

The County Departments of Public Welfare make every effort to keep the time between date of application and date of disposition at a minimum. In the majority of cases, there is a lapse of 30 days or less; when difficulty is encountered relative to the establishment of eligibility, the investigation may extend over a period of months. Applications which

are open for consideration are regarded as pending until formal disposition has been made. Because of the liberalized eligibility requirements which went into effect September 1, 1937, there was a large influx of applications for the remainder of that year and continued through the year of 1938, although with a marked degree of diminution. There was an aggregate intake of 19,246 applications in 1937; and 9,132 in 1938. Disposition was made of 18,291 ap-

plications in the former year and 10,117 in the latter.

During the months of 1938 the 9,132 formal applications (including 820 applications of persons transferred from the rolls of one county to those of another) represented a monthly average of 761. The number fluctuated from a high of 1,145 in February to a low of 511 in November. In all months, excluding September, October, and December, the applications on which the County Welfare Boards took action and rendered formal decisions during the month exceeded the number received during the same period. This resulted in a corresponding decrease in the number of pending applications. The 955 applications pending at the end of December constituted a decrease of 50.8 per cent from December of the preceding year. It is apparent, therefore, that the County Departments have been able, through effective administration, to expedite their activities to the benefit of these aged persons applying for assistance.

Inasmuch as transfers affect only the enumeration in the individual counties involved, and in no way influence the total count for the state, they have been eliminated from the foregoing table.

It will be noted that 6,801, or 73.2 per cent, of those persons whose applications were acted upon by the County Boards met eligibility requirements and were granted Old Age Pensions. Nine out of 10 persons included in this group were those who had not previously been on the Old Age Pension rolls in this state.

The applications which did not receive approval constituted 26.8 per cent of the total receiving formal disposition during 1938. In 2,269 of these 2,496 cases, the applicants failed to meet eligibility requirements, and their applications were disallowed on this basis. An analysis indicated that approximately one-fourth were unable to meet the residence requirement of the law. While the number was almost proportionately divided between the two age groups, it was shown to be the basis of the denial of nearly one-half of the Class B (persons 60 and under 65 years of age) applicants included in the total rejections. In the group of 393 who were rejected because of failure to establish age, more than one-half were Class A (persons 65 years of age and over) applicants.

Resources, including personal or real property in excess of the amount allowable, or income in cash or kind, accounted for approximately two-fifths of the denials. Seventy-eight persons in Class B failed to meet the requirement of registration at the last general election prior to filing application for Old Age Pension. The prohibitive clause in the law

relative to the transference of property in order that the applicant might qualify for Old Age Pension, made 60 denials necessary. All persons in this group were Class A applicants. Other bases for denial are shown in the table.

### Recipients

In December, 1938, recipients of Old Age Pensions in Colorado numbered 37,650—34,654 of whom were Class A pensioners, or persons 65 years or more, and 2,996 of whom were Class B pensioners, or persons between 60 and 65 years of age. There was an average monthly increment of 283 recipients in 1938 with the result that the pay rolls in December showed a 9.9 per cent increase over the 34,250 reported in December, 1937. The additional 3,400 included 2,520 Class A pensioners and 880 Class B pensioners. Some of the increment in the number of Class A recipients may be accounted for by the fact that during the year a number of Class B recipients reached the age of 65 and were added to the rolls of the higher age group.

Although in the state as a whole the number of persons receiving Old Age Pension increased by 3,400, in 7 counties a reduction was indicated; in 3 the number remained unchanged. In the 53 counties showing an increase in the number of recipients, there was no evidence of a correlation between size of case load and the percentage of increase.

In each 1,000 of the estimated population 65 years and over in Colorado, 468 persons (46.8 per cent) of this age were recipients of Old Age Pension in December, 1938. In terms of this proportion, Colorado was exceeded only by Oklahoma with 547 and Utah with 495; and exceeded the 224 for the nation as a whole by more than 100 per cent.

**Multiple Recipients in Households.** Old Age Pension is granted and paid to the individual recipients who meet the eligibility requirements. It follows, therefore, that there may be more than one recipient within a household. Reports from the 63 counties reveal that in 4,963 households, the husband and wife received individual money payments in December, 1938. These 4,963 households represent 9,926 recipients or one-fourth of the total receiving money payments for the month. There are a number of recipients on the rolls who live in households in which blood relatives are also recipients of this type of assistance.

In all months of 1938, approximately 98 per cent of the persons represented in the total cases open received assistance; approximately 2 per cent received no assistance. The latter group constituted persons whose awards were temporarily suspended

and those who received no assistance in the month in which their cases were closed.

The table on page 12 shows that the cases closed during 1938 were slightly less than half the number accepted for assistance during the same period. It will be noted that 73.9 per cent of the awards were discontinued because of the death of the recipient. In 9.9 per cent of the cases, assistance was no longer required inasmuch as the recipient became self-supporting or his relatives became able to furnish him with the equivalent of the grant he had been receiving. Awards were discontinued in 4.0 per cent of the cases when investigation revealed that the recipient was in possession of personal or real property in excess of the amount allowable. The law prohibits the giving of Old Age Pension to persons who are in need of continuing institutional care—therefore awards were discontinued in the case of the 98 persons admitted to public institutions and of the persons who were admitted to voluntary institutions—constituting 3.4 per cent of the total cases closed. The County Departments closed the cases of 99 recipients (3.0 per cent) whom they found were ineligible for the grant previously awarded. In these cases, the facts leading to withdrawal of the grants were disclosed by the continuing investigations by the County Departments. The remaining cases (5.8 per cent) were closed because of removal from the county or for some reason not classified above.

**PERCENTAGE DISTRIBUTION OF NET DISBURSEMENTS FOR OLD AGE PENSIONS—SOURCE OF FUNDS AND CLASSIFICATION OF EXPENDITURE**

1938



Classification	Expenditures	
	Amount	Per Cent
Money Payments.....	\$12,686,029.40	92.34
Burials .....	92,304.83	.67
Bonus .....	960,064.44	6.99
<b>Total .....</b>	<b>\$13,738,398.67</b>	<b>100.00</b>

Source of Funds	Expenditures Amount
State .....	\$ 8,303,246.98
Federal .....	5,435,151.69
<b>Total .....</b>	<b>\$13,738,398.67</b>

It is shown above that the Federal Government contributed \$5,435,151.69 to Colorado's aged needy persons in 1938. When considering all expenditures for Old Age Pension recipients, this amount represents 39.63 per cent of the total expended. Under the provisions of the Social Security Act, the Federal Government is limited to participation in payments to recipients 65 years or over who meet eligibility requirements. Reimbursements are made to the state for 50 per cent of the payments to these persons but in no instance can Federal participation exceed \$15.00 for any recipient. In addition to matching these Federal funds, the state of Colorado pays the entire amount which is in excess of \$30.00 in the case of Class A pensioners (persons 65 years or over); all payments to Class B pensioners (persons 60 to 65 years of age); bonus payments; and burial expenses. Burial costs are paid only in case the estates of deceased recipients are insufficient and the persons legally responsible are unable to meet such costs. These expenditures from state funds aggregated \$8,303,246.98 in 1938, and represented 60.37 per cent of the total funds expended for eligible aged persons. In conformity with the following provision, a bonus of \$27.77 was paid to each recipient in addition to the monthly award in January, 1938.

Section 4, Old Age Pension Amendment:

"Section 4. The State Board of Public Welfare, or such other agency as may be authorized by law to administer Old Age Pensions, shall cause all moneys deposited in the Old Age Pension Fund to be paid out to qualified pensioners, after defraying the expense of administering the said fund, within ten

days following the expiration of the calendar year in which deposits are made in said fund."

In the last four months of 1937 and in January, 1938, Old Age pensioners received the full amount of their authorized awards. In January, 1938, the entire amount remaining in the Old Age Pension Fund after the payment of authorized awards and burials for that month was used for the bonus payment of \$27.77 to each eligible recipient certified by the County Departments. The funds available in subsequent months were insufficient to pay the authorized awards inasmuch as pensions in any given month are paid from revenues accumulated in the Old Age Pension Fund in the prior month. It, therefore, follows that: the January total revenues are paid to pensioners in February; February revenues are paid to pensioners in March; and payments are made in like manner in subsequent months of the year.

#### AVERAGE AUTHORIZED AWARD, DEDUCTION, AVERAGE PAYMENT

January 1, 1938-January 1, 1939

Month	Average Authorized Award	Deduction	Average Payment
January	\$39.60		\$39.60
February	39.63	\$ 8.00	31.63
March	39.72	13.00	26.72
April	39.74	13.00	26.74
May	39.75	13.00	26.75
June	39.79	13.00	26.79
July	39.79	11.00	28.79
August	39.88	14.00	25.88
September	39.88	12.00	27.88
October	39.91	11.00	28.91
November	39.95	11.00	28.95
December	39.99	10.00	29.99

The average monthly payment during 1938 ranged from a high of \$39.60 in January, when full payment of the authorized awards was made, to a low of \$25.88 in August, when \$14.00 represented the prorated reduction. It should be noted that owing to the variation in monthly revenues which accrued to the Old Age Pension Fund, the prorated reductions fluctuated between \$8.00 and \$14.00. In January, Colorado's average payment of \$39.60 exceeded the United States average by \$20.10. Notwithstanding the fact that for 11 months of 1938, the lack of funds precluded aged recipients from receiving the full amount for which they were determined eligible, the average monthly payments in

this state were consistently higher than those for the nation as a whole. In the period from February through December, the excess varied monthly—from \$12.29 in February, to \$6.71 in August.

#### DISTRIBUTION OF CLASS A AND CLASS B OLD AGE PENSIONERS RECEIVING SPECIFIED MONEY PAYMENTS, NOVEMBER, 1938

Payment <sup>1</sup>	RECIPIENTS		
	Total	Class A <sup>2</sup>	Class B <sup>3</sup>
Total	37,505	34,559	2,946
\$33.00 and under \$35.00	15,100	14,049	1,051
31.00 " "	3,008	2,729	279
29.00 " "	5,978	5,482	496
27.00 " "	2,556	2,333	223
25.00 " "	2,404	2,215	189
23.00 " "	3,513	3,239	274
21.00 " "	1,101	1,016	85
19.00 " "	1,598	1,467	131
17.00 " "	403	373	30
15.00 " "	328	284	44
13.00 " "	597	522	75
11.00 " "	196	179	17
9.00 " "	362	340	22
7.00 " "	86	78	8
5.00 " "	83	76	7
3.00 " "	140	129	11
1.00 " "	38	34	4
Under	14	14	0

<sup>1</sup>Payment to each recipient was \$11.00 less than the authorized award because of insufficient Old Age Pension funds. \$34.00 maximum payment.

<sup>2</sup>Persons 65 years of age and over.

<sup>3</sup>Persons 60 and under 65 years of age.

An analysis of the November pay rolls submitted by the counties shows that approximately two-fifths of the total recipients received the maximum payment of \$34.00, indicating that the County Departments in these cases had approved a monthly award of \$45.00, the maximum authorized by law. In terms of percentages, a slightly greater proportion of the persons in Class A received the maximum payment than of those in Class B. More than three-fourths of the total recipients received \$25.00 or more; among the remaining one-fourth who received less than \$25.00, there were 14 Class A pensioners whose payments for the month were less than \$1.00. This would indicate that their authorized awards were more than \$11.00 but less than \$12.00. Approximately 165 persons whose authorized awards were \$11.00 or less received no pension in the month of November. The number of persons who are

eligible for awards but receive no payment because of shortage of funds varies from month to month inasmuch as the monthly prorated reduction is not static.

The obligations for payments to recipients in December, 1938, were 16.8 per cent less than those in December, 1937; the average payment of \$29.99

indicated a reduction of 24.3 per cent from that of \$39.61. In states with plans approved by the Social Security Board, Colorado ranked second in average payment in December, 1938. The monthly averages paid in the 48 states, District of Columbia, Hawaii, and Alaska ranged from \$6.15 in Arkansas to \$32.43 in California.

**CLASS A AND CLASS B RECIPIENTS OF OLD AGE PENSIONS  
AVERAGE PER RECIPIENT, AMOUNT PAID  
January, 1938-January, 1939**

Month	Number Recipients			Average Per Recipient		Amount Paid		
	Class A <sup>1</sup>	Class B <sup>2</sup>	Classes A & B	Class A	Class B	Class A	Class B	Classes A & B
Total .....						\$11,782,292.14 <sup>3</sup>	\$ 950,943.26 <sup>4</sup>	\$12,733,235.40
January .....	32,467	2,251	34,718	\$39.65	\$38.91	\$ 1,287,183.22	\$ 87,588.64	\$ 1,374,771.86
February .....	32,889	2,425	35,314	31.69	30.85	1,042,176.21	74,817.15	1,116,993.36
March .....	33,167	2,646	35,813	26.77	26.15	887,763.39	69,185.68	956,949.07
April .....	33,403	2,774	36,177	26.79	26.18	894,816.16	72,621.13	967,437.29
May .....	33,643	2,839	36,482	26.80	26.16	901,532.83	74,263.80	975,796.63
June .....	33,818	2,895	36,713	26.83	26.29	907,538.91	76,122.22	983,661.13
July .....	34,064	2,945	37,009	28.82	28.38	981,811.69	83,575.98	1,065,387.67
August .....	34,080	2,936	37,016	25.91	25.49	882,999.91	74,850.90	957,850.81
September .....	34,276	2,943	37,219	27.92	27.50	956,874.76	80,922.67	1,037,797.43
October .....	34,465	2,952	37,417	28.94	28.51	997,507.06	84,156.43	1,081,663.49
November .....	34,559	2,946	37,505	28.99	28.58	1,001,765.83	84,187.84	1,085,953.67
December .....	34,654	2,996	37,650	30.02	29.59	1,040,322.17	88,650.82	1,128,972.99

<sup>1</sup>Persons 65 and over.

<sup>2</sup>Persons 60 to 65.

<sup>3</sup>Paid from Federal and State Funds.

<sup>4</sup>Paid from State Funds only.

**RECOVERIES FROM RECIPIENTS OF OLD AGE PENSIONS OR THEIR ESTATES**

January 1, 1938, to December 31, 1938

Basis for Recovery	Number of Recipients	Amount Recovered
Unrevealed bank and savings accounts .....	47	\$ 8,333.10
Recovered from estates.....	47	7,789.95
Ineligible as to age, residence, citizenship, or need.....	82	3,872.10
Receipts of income or proceeds from sale of property.....	23	2,499.14
Fraud or misrepresentation.....	4	562.25
Overpayments and duplicate payments .....	17	218.41
Miscellaneous reasons .....	17	322.97
Total .....	237	\$23,597.92

**Recoveries**

During the period April 1, 1936, through December 31, 1938, recoveries aggregating \$43,024.32 were received by the State Department of Public Welfare. The portion of this sum which represented state

funds for money payments or burials was credited to the Old Age Pension Fund and was used for payments to eligible persons. The Social Security Act provides that the portion which represents funds of the Federal Government be forwarded periodically to the Treasurer of the United States.

\$23,597.92 of the total recoveries of \$43,024.32 paid into the Old Age Pension Fund since the inception of the Public Welfare program, was received during 1938 from 237 recipients.

The workers in the County Departments are given authority to procure information from banks relative to securities or cash holdings of applicants and recipients. Through reinvestigation, 47 persons were found to have cash or securities which had not previously been disclosed. Recoveries totaling \$8,333.10, the largest item indicated in the table above, were made for illegal payments which these persons had received.

The estates of deceased recipients refunded \$7,789.95. The monthly payments and burials which were the basis for these recoveries were received by pensioners prior to the inauguration of the present Old Age Pension Law.

Thorough investigation and careful rechecking are responsible for the recovery of \$3,872.10 from 82 persons who were ineligible for payments which had been received. Requirements relative to age, residence, citizenship, or need were not met in these cases.

The item of \$2,499.14 represents voluntary reimbursements of the payments received by 23 persons who, after having been recipients of pensions for a time, received private income or proceeds from sale of property.

An applicant for Old Age Pension is required, at the time of application, to affirm under oath that all statements are correct. It was found that 4 persons had made incorrect statements and had received payments before these misrepresentations were revealed. Recovery of these payments is indicated by the item of \$562.25.

Through error, 17 persons had received overpayments or duplicate payments. The errors were rectified by the recovery of \$218.41.

Miscellaneous reasons, such as, errors, refunds, endorsements by persons other than recipients, etc., accounted for the recovery of \$322.97 from 17 persons.

The total amount due from recipients is in some instances received in full in one payment and in others—over a period of time. The sum of \$1,946.56, paid in installments by 80 recipients who owed \$15,580.18, is included in the table above.

**Publication of Names**

Section 21 of the Old Age Pension law of 1937 is as follows:

**"Confidential nature of records.** All applications and case records concerning any applicant shall be confidential and shall be open to inspection only by persons duly authorized by the County, State or United States in connection with their official duties; provided that the applicant and his counsel shall have an opportunity to examine such records as constitute a basis for denial, modification or revocation of pension granted or in case of a fair hearing. County Boards shall publish every six months, in a newspaper of the County where the pensioners reside, a list of the names, addresses and awards made to all persons receiving old-age pensions in the County."

The names and addresses of recipients of Old Age Pension, and the total amount which they received during the period from September 1, 1937, to February 28, 1938, and from March 1, 1938, to August 31, 1938, were published in newspapers of the respective counties as provided by the law.

The cost of publication for the first period was \$4,503.40 and for the second period was \$4,448.77, a total for the year of \$8,952.17. The expense was paid by the counties from county funds and was not paid from the Old Age Pension Fund.

In Conejos County, the names and addresses of recipients of Old Age Pensions, and the total amount received by them, were published in the local papers without cost to the county.

**Length of State Residence at Date of Application of Persons 60 and Under 65 Years of Age Accepted for Old Age Pension September 1, 1937-January 1, 1939**

Years	Applicants	
	Number	Per Cent
Total	3,616	100.00
35 and under 40	1,316	36.39
40 " " 45	465	12.86
45 " " 50	405	11.20
50 " " 55	338	9.35
55 " " 60	280	7.74
60 " " 65	812	22.46

One requirement applicable to Class B pensioners only under Section 4 of the \$45.00 Old Age Pension Act quoted on page 11 is proof of state residence for thirty-five years, continuously and immediately preceding the date of application. From September, 1937, when persons 60 to 65 years were first eligible to receive pensions, to January 1, 1939, the 3,616 Class B applicants who were accepted had a verified continuous state residence of 35 years. A study revealed that 86.7 per cent of these applicants had resided in the state for a longer period of time than was necessary to qualify them for Old Age Pension. The average duration of state residence for the group was 45 years and 4 months.

**Table 6.**  
**ANALYSIS OF REVENUES AND EXPENDITURES, OLD AGE PENSION FUND**  
**Year, 1938, showing balances January 1, 1938 and December 31, 1938**

State Revenues Year 1938:	Sales Tax	Liquor Taxes	Use Tax	Inheritance Taxes (10%)	Incorporation Fees (10%)	Beer and Liquor Licenses Cities	Total
January	\$ 476,898.93	\$ 147,456.38	\$ 6,800.41	\$ 3,161.68	\$ 85.73	\$ 4,882.50	\$ 639,285.63
February	366,964.39	132,573.87	4,622.84	6,021.51	68.40	17,031.97	527,282.98
March	381,815.44	144,801.73	4,808.93	981.97	81.28	4,908.65	537,398.00
April	374,144.08	129,892.06	5,478.73	20,332.93	82.00	2,894.25	532,824.05
May	404,760.63	130,301.57	3,579.68	3,923.65	123.50	1,508.75	544,197.78
June	405,828.19	206,762.67	3,552.01	24,676.19	112.18	2,775.52	643,706.76
July	417,040.06	113,462.70	3,102.39	5,898.76	62.64	2,550.00	542,116.55
August	434,670.88	131,926.38	5,650.32	1,601.27	87.87	1,196.48	575,133.20
September	437,050.93	125,965.50	45,898.16	6,221.36	79.80	3,355.10	618,570.85
October	428,771.52	137,742.33	33,834.53	10,227.05	66.50	1,338.75	611,980.68
November	471,764.36	189,318.04	11,425.41	2,281.70	82.65	403.75	675,275.91
December	431,173.60	248,034.66	10,559.86	12,491.64	77.80	1,742.05	704,079.61
<b>TOTAL STATE REVENUES, YEAR 1938</b>	<b>\$5,030,883.01</b>	<b>\$1,838,237.89</b>	<b>\$139,313.27</b>	<b>\$97,819.71</b>	<b>\$1,010.35</b>	<b>\$44,587.77</b>	<b>\$7,151,852.00</b>
Recoveries and Adjustments							13,256.41
Federal Grants-in-Aid							5,808,573.97
<b>TOTAL REVENUES</b>							<b>12,973,682.38</b>
<b>TOTAL BALANCE AND REVENUES</b>							<b>\$14,923,845.55</b>
<b>EXPENDITURES, YEAR 1938</b>							
January	\$960,064.44			\$ 1,373,645.15		\$ 6,063.50	\$ 2,339,773.09
February				1,109,243.64		8,915.00	1,118,158.64
March				956,554.93		8,875.00	965,429.93
April				963,608.16		8,839.50	972,447.66
May				971,052.17		9,203.85	980,256.02
June				978,820.27		7,737.00	986,557.27
July				1,060,247.47		6,993.78	1,067,241.25
August				953,386.97		4,816.50	958,203.47
September				1,033,952.47		7,629.75	1,041,582.22
October				1,078,438.57		6,975.00	1,085,413.57
November				1,081,258.38		7,140.00	1,088,398.38
December				1,125,821.22		9,115.95	1,134,937.17
<b>TOTAL EXPENDITURES</b>	<b>\$960,064.44</b>			<b>\$12,686,029.40</b>		<b>\$92,304.83</b>	<b>\$13,738,398.67</b>
<b>BALANCE ON HAND, DECEMBER 31, 1938</b>							<b>\$1,185,446.88*</b>

\*This sum includes \$442,389.96 Federal Funds to be used in matching State Funds for the quarter January 1 to March 31, 1939, and the balance represents the December, 1938 income to be used in making January, 1939, payments for Old Age Pensions and Burials

## OLD AGE ASSISTANCE IN STATES WITH PLANS APPROVED BY THE SOCIAL SECURITY BOARD\*

Table 7.

December, 1938

Regions and States	Number of Recipients	Amount of Obligations Incurred for Payments to Recipients for the Month <sup>1</sup>	Average Per Recipient	Number of Recipients Per 1,000 Estimated Population 65 and Over <sup>2</sup>
<b>TOTALS</b> .....	1,783,171	\$34,855,549	\$19.55	224
<b>REGION I</b>				
Connecticut.....	15,268	407,055	26.66	130
Maine.....	11,968	247,869	20.71	139
Massachusetts.....	74,982	2,141,518	28.56	227
New Hampshire.....	4,002	92,359	23.08	177
Rhode Island.....	6,247	117,290	18.78	139
Vermont.....	5,203	75,280	14.47	133
<b>REGION II</b>				
New York.....	110,445	2,670,162	24.18	139
<b>REGION III</b>				
Delaware.....	2,600	28,178	10.84	124
New Jersey.....	27,332	527,987	19.32	109
Pennsylvania.....	88,342	1,872,080	21.19	142
<b>REGION IV</b>				
District of Columbia.....	3,259	82,789	25.40	78
Maryland.....	17,337	303,532	17.51	160
North Carolina.....	31,934	298,914	9.36	229
Virginia.....	7,249	69,153	9.54	48
West Virginia.....	17,978	247,956	13.79	229
<b>REGION V</b>				
Kentucky.....	44,493	388,463	8.73	241
Michigan.....	70,872	1,212,623	17.11	243
Ohio.....	111,736	2,571,523	23.01	231
<b>REGION VI</b>				
Illinois.....	124,388	2,303,595	18.52	248
Indiana.....	53,842	889,946	16.53	186
Wisconsin.....	43,659	907,104	20.78	198
<b>REGION VII</b>				
Alabama.....	15,897	151,257	9.51	144
Florida.....	34,130	472,417	13.84	359
Georgia.....	35,770	313,438	8.76	273
Mississippi.....	18,788	129,983	6.92	219
South Carolina.....	23,160	171,269	7.40	374
Tennessee.....	22,324	295,359	13.23	171
<b>REGION VIII</b>				
Iowa.....	50,677	1,004,565	19.82	231
Minnesota.....	65,098	1,329,246	20.42	334
Nebraska.....	26,992	462,002	17.12	275
North Dakota.....	7,851	136,488	17.38	218
South Dakota.....	16,201	324,674	20.04	386
<b>REGION IX</b>				
Arkansas.....	17,277	106,322	6.15	214
Kansas.....	22,143	434,471	19.62	190
Missouri.....	74,434	1,375,369	18.48	239
Oklahoma.....	65,089	1,297,634	19.94	547
<b>REGION X</b>				
Louisiana.....	28,251	289,927	10.26	349
New Mexico.....	3,811	42,505	11.15	254
Texas.....	113,230	1,567,322	13.84	397
<b>REGION XI</b>				
Arizona.....	6,811	177,735	26.10	401
<b>Colorado</b> .....	<b>37,650</b>	<b>1,128,973</b>	<b>29.99</b>	<b>468</b>
Idaho.....	8,869	191,101	21.55	332
Montana.....	12,534	256,650	20.48	404
Utah.....	13,368	273,431	20.45	495
Wyoming.....	3,006	64,983	21.62	302
<b>REGION XII</b>				
California.....	125,270	4,062,915	32.43	272
Nevada.....	2,099	55,542	26.46	350
Oregon.....	18,846	401,364	21.30	224
Washington.....	37,610	831,187	22.10	301
<b>TERRITORIES</b>				
Alaska.....	1,078	29,656	27.51	270
Hawaii.....	1,771	22,388	12.64	182

\*Source: Social Security Board, Division of Public Assistance Research, Bureau of Research and Statistics.

<sup>1</sup>Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

<sup>2</sup>Estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

<sup>3</sup>Adjustments have been made for grants covering two or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>4</sup>Minimum age under State plan is 70 years, but rate is based on population 65 and over.

<sup>5</sup>Includes \$88,651 incurred for payments to 2,996 recipients 60 but under 65 years of age. Rate per 1,000 does not include these recipients.

# Aid to the Blind

Colorado's needy blind constitute the smallest single group of public assistance recipients in the state. These recipients represent slightly more than one per cent of the categorical case load in the state, and the funds which were expended for monthly awards in 1938 represent 1.4 per cent of the total expenditures for categorical money payments.

In the 41 jurisdictions of the United States participating in the Social Security program for the needy blind in October, 1938, 43 per 100,000 of the estimated population were recipients of this type of assistance. In the same month, out of every 100,000 persons in Colorado, 57 received Aid to the Blind. Colorado's average monthly award of \$27.93 was exceeded only by California, Washington, and Wyoming.\*

Fifty-two of the 63 counties of the state reported 623 Aid to the Blind recipients in December, 1938; approximately 50 per cent of the cases were reported by six counties—Denver, El Paso, Jefferson, Las Animas, Pueblo, and Weld. The 623 needy blind persons, who met eligibility requirements under the law and received benefits based on individual needs, indicate an increase of 7.6 per cent over December, 1937. The number of Aid to the Blind recipients is no reliable basis for approximating the extent of blindness in the needy population of Colorado inasmuch as many aged blind persons are recipients of Old Age Pension.

\*Social Security Bulletin—December, 1938.

## AID TO THE BLIND STATISTICS

January 1, 1938-January 1, 1939

Applications	
Pending—December 31, 1937.....	26
Received during 1938.....	237
Total .....	263
Disposed of during the period.....	234
A. Granted .....	149
B. Not granted.....	85
1. Not blind as defined in Law.....	30
2. Sufficient resources.....	23
3. Residence requirements not met.....	7
4. Did not consent to operation.....	5
5. Citizenship requirements not met.....	4
6. Receiving Old Age Pension.....	4
7. Withdrawal .....	3
8. Moved out of county.....	3
9. Operation would not benefit.....	3
10. Treatment not necessary.....	1
11. Private organization assumed responsibility.....	1
12. Under 18 years of age.....	1
Pending—December 31, 1938.....	29
* * * * *	
Cases Under Care	
Continued from December, 1937.....	579
Added during 1938.....	149
Total .....	728
Closed during period.....	101
Reason for closing	
1. Death .....	30
2. Vision wholly or partially restored.....	22
3. Transferred to Old Age Pension rolls.....	11
4. Transferred to another county.....	11
5. Became self-supporting for reasons other than restoration of sight.....	9
6. Relatives became able to support.....	5
7. Admitted to public institution.....	5
8. Not eligible for original grant.....	4
9. Admitted to voluntary institution.....	2
10. Moved to another state.....	1
11. Transferred to WPA.....	1
Continued to January, 1939.....	627

The table above shows that 237 applications were received during the twelve-month period and that the County Departments of Public Welfare took formal action on 234 applications. After thorough investigation, approximately one-third were not granted assistance, and their applications were denied on the basis of ineligibility or were disposed of for other reasons. It will be noted that in the majority of these cases, the applicants failed to meet eligibility requirements relative to need, lack of vision, residence, citizenship, or age. Other reasons for non-acceptance were miscellaneous, such as voluntary withdrawal of the application and applicant's refusal to undergo an operation which the ophthalmologist advised in order to prevent blindness or to restore eyesight.

During the year, 101 cases were closed; in 90 of these cases awards were definitely discontinued, and in 11 cases the recipient moved to another county in the state and the State Department authorized the awards to be continued in the county from which he moved until the month in which the new county of residence assumed the responsibility for payments. In one-third of the cases the awards were discontinued because of the death of the recipient. It is interesting to note that 9 cases were closed because the recipients became self-supporting even though sight was not restored.

The chart opposite shows Federal, state, and county participation in the Aid to the Blind program pertaining to expenditures in 1938. In monthly awards the Federal Government pays one-half of the cost; the state and county bear equally the cost of the remaining one-half. The 3.2 per cent of the total expenditures indicated as "Service" included costs for burials, and costs for hospitalization and medical treatment for the prevention of blindness or the restoration of sight. The counties pay for these services and are reimbursed by the State Department for three-fourths of the expenditures. Money payments in monthly awards represented 96.18 per cent of the total expenditures for Aid to the Blind, the half of which was paid by the Federal Government. When considering all expenditures for Aid to the Blind, the Federal Government paid 48.09 per cent of the total; the state 26.91 per cent; the county 25 per cent.

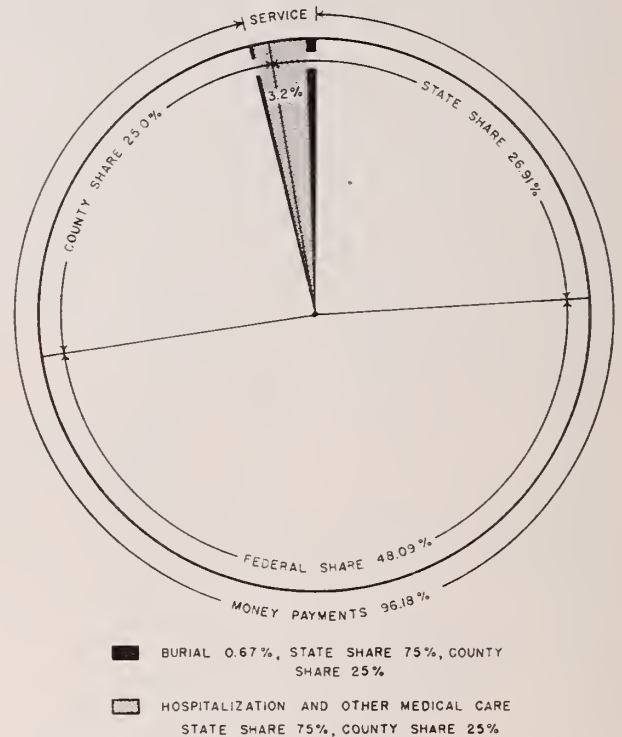
There is no provision in the Social Security Act for prevention of blindness nor for restoration of eyesight; however, the Colorado law makes provision for treatment.

"Section 18. Expenses for treatment. Temporary assistance may be granted by the county department to any applicant or additional assist-

(Continued on Page 23)

**PERCENTAGE DISTRIBUTION OF NET DISBURSEMENTS FOR AID TO THE BLIND—SOURCE OF FUNDS AND CLASSIFICATION OF EXPENDITURE**

1938



Classification	Expenditures	
	Amount	Per Cent
Money Payments .....	\$194,937.67	96.18
Burials .....	1,365.00	.67
Hospitalization and Medical Care.....	6,385.93	3.15
Total .....	\$202,688.60	100.00

Source of Funds	Expenditures	
	Amount	Per Cent
State .....	\$ 54,546.61	26.91
County .....	50,672.13	25.00
Federal .....	97,469.86	48.09
Total .....	\$202,688.60	100.00

Table 8.

**AID TO THE BLIND**  
**Applications, Cases Under Care, and Obligations**  
**Year 1938**

	January	February	March	April	May	June	July	August	September	October	November	December
	Number	Number	Number	Number	Number	Number	Number	Number	Number	Number	Number	Number
<b>A. APPLICATIONS</b>												
Pending from preceding month.....	26	36	35	25	19	20	25	26	37	46	34	38
Received during month.....	24	19	18	14	21	19	18	32	18	14	18	22
Total during month.....	50	55	53	39	40	39	43	58	55	60	52	60
Disposed of during month.....	14	20	28	20	20	14	17	21	9	26	14	31
Approved.....	10	11	21	11	9	11	12	14	7	14	11	18
Denied as ineligible.....	3	9	5	6	9	2	5	7	2	9	3	8
Disposed of for other reasons.....	1	.....	2	3	2	1	.....	.....	.....	3	.....	5
Pending at end of month.....	36	35	25	19	20	25	26	37	46	34	38	29
<b>B. CASES</b>												
Continued from preceding month.....	579	581	586	600	599	597	599	603	610	606	612	617
Added during month.....	10	11	21	11	9	11	12	14	7	14	11	18
New: Never previously received aid to the blind.....	9	10	20	10	7	11	11	11	7	13	10	17
Reopened: Case last closed for aid to the blind prior to this year.....	1	1	1	1	1	.....	1	.....	.....	.....	.....	.....
Reopened: Case last closed for aid to the blind within this year.....	.....	.....	.....	.....	1	.....	.....	3	.....	1	1	1
TOTAL CASES OPEN.....	589	592	607	611	608	608	611	617	617	620	623	635
Received assistance.....	573	581	591	594	593	590	591	602	599	607	612	623
Received no assistance.....	16	11	16	17	15	18	20	15	18	13	11	12
Closed during month.....	8	6	7	12	11	9	8	7	11	8	6	8
Continued to next month.....	581	586	600	599	597	599	603	610	606	612	617	627
<b>C. OBLIGATIONS</b>												
All assistance.....	\$16,000.25	\$16,219.61	\$16,609.86	\$16,680.36	\$16,440.81	\$17,017.66	\$16,644.11	\$17,226.46	\$16,936.16	\$17,333.41	\$17,669.61	\$18,757.32
Money payments.....	15,584.11	15,894.61	16,176.86	16,240.86	16,238.81	16,159.86	16,114.61	16,467.11	16,418.11	16,645.11	16,707.11	17,010.61
Hospitalization and medical care.....	366.14	250.00	258.00	289.50	202.00	707.80	429.50	659.35	468.05	488.30	862.50	1,546.71
Burials.....	50.00	75.00	175.00	150.00	.....	150.00	100.00	100.00	50.00	200.00	100.00	200.00

\*Cancellations not deducted.

## Aid to the Blind

(Continued from Page 21)

ance granted to any recipient who is in need of treatment either to prevent blindness or to restore his eyesight whether or not he is blind as defined in Section 2 of this Act, if he is otherwise qualified for assistance under this Act. The assistance may include necessary traveling expenses and other expenses to receive treatment from a hospital or clinic designated by the State Department. Such payment shall be allowed and paid in the same manner as assistance to the blind provided by this Act, and shall be subject to the reimbursement by the state in the same manner as assistance to the blind."

Treatment is initiated only after the applicant has been examined by an ophthalmologist approved by the State Department of Public Welfare. Final decision as to its advisability rests with the State Consulting Ophthalmologist who authorizes treatment if there is definite probability of improvement of vision.

Under Section 18 of the Aid to the Blind Law, a gross expenditure of \$6,527.85 was made during 1938 for the benefit of 49 persons who were in need of this service either to prevent blindness or to restore eyesight. Twenty men and 26 women received eye operations at a gross cost of \$6,508.35 for hospitalization and medical treatment. The ages of these persons ranged from 19 to 84 years—44 were white, 2 were Negro. All the men were over the age of 50, whereas the ages of the women ranged from 19 to 80 years. Thirty-four of the 46 cases were above the age of 60. In this age group, cataracts made operations necessary in 32 cases; one person had an

eye removed; and one was operated for glaucoma. It has been estimated that one-half of blindness in persons past 60 years is due to cataract. In the age group under 60 years, there was also a high incidence of cataracts. It was indicated that only two were operated for reasons other than cataract—a man 56 years old had an eye removed in order to save the sight of the other; a girl 19 years old had an enucleation and implantation operation.

Inasmuch as treatment has not been completed in many of the cases, final results of all operations are not known. The study revealed, however, that 22 of the 46 blind cases were closed because vision of the recipient was restored, and that a small number are receiving Aid to the Blind monthly awards, indicating that they still meet eligibility requirements relative to visual acuity stipulated in the law. At the termination of their treatment, if they are of employable age, there is a possibility of their returning to gainful employment. Approximately one-half of the persons over 60 years were removed from Aid to the Blind rolls and are now recipients of Old Age Pension. Few persons of this age can be restored to economic independence; nevertheless, the expense of treatment seems justified from the social point of view if the restoration of vision will make them less dependent on others for personal needs or will enable them to assume their responsibility in the home.

Since blindness is so definite a cause of dependency, the extension of the measures relative to the prevention of blindness or restoration of sight in the Aid to the Blind program is well-founded both economically and socially. It is impossible to estimate the ultimate savings or the resultant benefits in terms of human welfare.

## General Assistance

(Continued from Page 6)

sistance given to families having an employable member is extended only on a temporary basis. County reports show that many of these needy employables were certified to WPA and were given temporary assistance while awaiting assignment to work projects. A decline in the number of employable persons in need of assistance was evidenced in the late spring and summer months indicating that seasonal labor was available. Aside from seasonal factors, the trend in the number of cases receiving general assistance was, no doubt, affected by the tendencies occurring under other public-financed programs.

## New Board Member

Mr. David W. Oyler was appointed by Governor Teller Ammons in December, 1938, to complete an unexpired term ending May 29, 1939. He will fill the vacancy created by the resignation of Mr. Frank Mancini. Mr. Oyler, who is a prominent Denver attorney, has been identified with civic and welfare activities for many years.

# Child Welfare in Colorado

The Child Welfare Division of the State Department of Public Welfare provides for case-work services to homeless, neglected, dependent, predelinquent, and handicapped children in areas predominantly rural. These services are made possible through the cooperation of three units of government—Federal, state, and county. The program is essentially one of prevention; it emphasizes the importance of keeping the child in his own home; it makes provision for placement in an approved, carefully selected foster home when such arrangement is deemed advisable.

The Child Welfare Division, with the help of the State Advisory Committee on Child Welfare and the cooperation of both private and public children's agencies, attempts to ascertain the needs of the children in the state and to assist in meeting these needs by:

- (1) Providing special case-work services to children who are living with their parents but are presenting behavior problems;
- (2) Providing special case-work services to children in foster homes;
- (3) Securing a foster home that best meets the needs of the child.

The Child Welfare Division has four demonstration units in each of which there is a Child Welfare Supervisor on the staff of the County Department of Public Welfare. She is one who has had experience and training in child welfare and is under the direction of the Child Welfare Consultant in that district.

In child welfare cases, the Supervisor in a demonstration unit assists and gives advice to the staff of the County Department, the courts, the schools, and other organizations and agencies interested in or doing child welfare work. The District Consultants give this service to these groups in the counties where there are no demonstration units.

One demonstration unit is also a training center for graduate students who are enrolled in the University of Denver School of Social Work. In this unit they receive professional case-work training and acquire experience in the child welfare field under the direction of the Supervisor of Training.

In presenting the second annual report of the Division of Child Welfare, it seems fitting to picture the work done by the Division in one of the major fields of service to children, i.e., foster home care. This means care in a family home apart from the natural or legal parents and other relatives of the child.

The 1937 annual report traced the development of public child welfare in Colorado from the territorial days to the establishment of the Child Welfare Division of the State Department of Public Welfare by the Welfare Organization Act of 1936 and through its first period of activity to 1938.

During 1938, the Child Welfare Division continued to supervise child welfare activities in rural areas and to cooperate with the Children's Bureau of the U. S. Department of Labor in establishing, extending, and strengthening Child Welfare Services.<sup>1</sup> For the second year in the history of the state, Colorado's rural children have had the same services and opportunities on a state-wide basis as some of its city children have been enjoying for years through private organizations.

In providing this care for the rural child, the Division has endeavored to apply the principles of the Children's Charter, the child's "bill of rights", formulated by the White House Conferences of 1909, 1919, and 1930, which is accepted nationally as the criterion for services to children. The third provision of this charter is: "For every child a home and that love and security which a home provides; and for that child who must receive foster care, the nearest substitute for his own home".<sup>2</sup> The staff of the Child Welfare Division makes every effort to see that a child is cared for in his own home, but when this arrangement is impossible, foster home care is deemed expedient if the "nearest substitute" is to be provided.

There are various types of foster homes used by the Child Welfare Division.

1. A boarding home is one in which the foster parents are paid for their services which consist of personal care and training as well as food and shelter for the child.

2. A free home affords the same type of care without money compensation.

3. A wage-boarding home is one in which the boy or girl works outside the home and pays board directly to the foster mother.

4. An adoption home is the same as a free home, except that the child is placed with the understanding that if the situation proves satisfactory, the child will be adopted; in the majority of cases children are placed for adoption through the Colorado State Home for Dependent Children.

<sup>1</sup>Colorado Session Laws, 1936, Chapter 5, Section 8.

<sup>2</sup>The Children's Charter.

5. A wage home is that in which the adolescent is placed on the same basis as in a free home; however, he is paid for definite work.

The Division is busily engaged in developing standards for foster homes; in carefully studying each foster home in relation to the individual child to be placed; and in supervising the child in the foster home.

This report covers only the first foster home mentioned—the boarding home. In 1936 the Legislature made an appropriation to meet the cost of boarding home care for children, who, after careful study by professionally trained and experienced child welfare workers, are found to be in need of such service. From October 1, 1936, to October 1, 1938, such care was provided for 223 children.

**REASON FOR BOARDING HOME PLACEMENT, AGE OF CHILDREN AT TIME OF PLACEMENT**  
**October 1, 1936-October 1, 1938**

Age	Total	REASON								
		Neglect of Parents	Delinquency	Ill-Health Child	Ill-Health Parent	Behavior Problem	Born Out of Wedlock	Motherless	Personality Disorder	Need for Psychiatric Study
<b>TOTAL</b>	<b>223</b>	<b>52</b>	<b>14</b>	<b>40</b>	<b>25</b>	<b>37</b>	<b>9</b>	<b>33</b>	<b>2</b>	<b>11</b>
Under 1 year	10	1		1			8			
1 and under 2 years	5	2		1	1		1			
2 " " 3 "	7	1		1	3			1		1
3 " " 4 "	13	5			4			4		
4 " " 5 "	10	5		3	1			1		
5 " " 6 "	17	5		2	4			6		
6 " " 7 "	9	4		1	2	1		1		
7 " " 8 "	15	4		5	2	1		2		1
8 " " 9 "	13	3		3	1	3		3		
9 " " 10 "	17	7		5	2	2		1		
10 " " 11 "	15	4	1	4		5		1		
11 " " 12 "	11	1		5	2	1		1		1
12 " " 13 "	10	1		1		3		3		2
13 " " 14 "	18	2	3	2		8		3		
14 " " 15 "	15	2	4		3	5				1
15 " " 16 "	17	3		2		6		5		1
16 " " 17 "	12	2	2	3		2		1	1	1
17 " " 18 "	5		2	1						2
18 " " 19 "	1								1	
19 " " 20 "	2		1							1
20 " " 21 "	1		1							

On the table above, the children who were found in need of boarding home care and were given this service are shown to be:

1. Children who were neglected by their parents; that is, cases in which parents physically abused their children, were unwilling to provide life's necessities, or abandoned them;

2. Children who were delinquent;

3. Children in ill-health or with obvious physical defects, who needed specialized medical care which is not available in rural areas;

4. Children whose parents because of illness or incapacity were unable to care for them;

5. Children presenting special conduct or behavior problems which would hinder normal development of the children in their own homes or would have a detrimental effect on other members of the family;

6. Children of unmarried mothers during the time the mother attempted to work out some solution of her problem;

7. Children whose mothers were out of the home because of death, desertion, or other reasons, and whose fathers retained custody but were unable to maintain a home for them;

8. Children who had developed behavior deviations so far from the normal as to have personality disorders and who required treatment by a psychiatrist in order to prevent complete personality disintegration and the need for custodial care in an institution;

9. Children whose conduct or mental condition needed diagnosis by a psychiatrist at the Child Guidance Clinic.

In the above table only one reason for each child's placement is given—the precipitating reason. In some instances there are overlapping reasons for placement. For example: A child who is a difficult behavior problem may have ill or incapacitated parents whose illness may be a contributing factor to the child's behavior problem. A child who is physically ill may, in addition, be a behavior problem.

When considering reasons for placement, it is kept in mind that no child should ever be removed from his own home because of poverty alone. If it is a matter of adjusting economic need, the case is referred to the local County Department of Public Welfare which assumes the responsibility of providing for the family group.

Of the 223 children who received boarding home care, 205 were white; 13 were Spanish American; and 5 were Negro. These 96 girls and 127 boys were found to have an average age of 9.8 years.

This study indicated that ill-health of the child or that of the parents made 65, or 29 per cent, of the placements necessary. In approximately two-thirds of these cases the children were physically ill or had obvious physical defects. Parents neglected 52, or 23 per cent of the children to the extent that a number of them were in danger of becoming delinquent. Seventeen per cent of the children had behavior problems; 15 per cent were motherless; and 6 per cent were delinquent. The remaining 10 per

cent included 9 children born out of wedlock who were given care while plans of a more permanent nature were being formulated; 11 who indicated a need for Child Guidance Clinic study; and 2 youths of adolescent age who required treatment for personality disorders.

Just as every effort is made to see that the child is cared for in his own home before placement is advised, so, after placement every effort is made by the Child Welfare Worker to rehabilitate the child's own home in order that he can return to it if at all possible. The parents are visited and consulted frequently in an effort to give them further understanding of the factors which contribute to the child's problem. In helping them to modify their attitudes and to change the conditions in the home, the fabric of a new family relationship is woven. When the child returns, he, too, has different attitudes which have been acquired through guidance and training in the boarding home, and by physical and emotional treatment in many cases.

**CHILDREN IN BOARDING HOMES ON OCTOBER 1, 1938**

**Reason for Placement—Length of Time Under Care**

Weeks	Total	REASON							
		Neglect of Parents	Delinquency	Ill-Health Child	Ill-Health Parent	Behavior Problem	Born Out of Wedlock	Motherless	Personality Disorder
<b>TOTAL</b>	79	24	5	6	3	21	5	14	1
Under 4 weeks.....	5	....	....	....	....	2	....	3	....
4 and under 8 weeks..	14	6	2	....	....	2	....	4	....
8 " " 12 " .....	5	1	....	1	....	....	2	1	....
12 " " 16 " .....	1	....	....	1	....	....	....	....	....
16 " " 20 " .....	7	1	....	1	....	4	1	....	....
20 " " 24 " .....	4	....	....	....	1	1	1	....	1
24 " " 28 " .....	6	1	1	....	....	2	....	2	....
28 " " 32 " .....	6	5	1	....	....	....	....	....	....
32 " " 36 " .....	2	....	....	....	....	2	....	....	....
36 " " 40 " .....	3	1	1	....	....	1	....	....	....
40 " " 44 " .....	3	....	....	1	....	1	1	....	....
44 " " 48 " .....	4	2	....	2	....	....	....	....	....
48 " " 52 " .....	2	....	....	....	....	....	....	2	....
52 " " 56 " .....	10	6	....	....	....	2	....	2	....
56 " " 60 " .....	4	1	....	....	....	3	....	....	....
60 and over.....	3	....	....	....	2	1	....	....	....

Of the 223 children placed in boarding homes in the two-year period, a majority of them were returned to their own homes, and only 97 were under care on October 1, 1938.

There are certain children's situations that are more rapidly remedied than others. For instance, of those cases in which illness of parents necessitated 25 placements in the two-year period, only 3 children remained in boarding homes on October 1, 1938. Similarly, in motherless home situations necessitating the placement of 33 children, only 14 of them remained. This indicates that these homes

were sufficiently rehabilitated with housekeeper service or with the help of relatives to make the child's return possible.

Since character and behavior develop slowly and a longer period of time is required to effect changes in personality, a child who has become a behavior problem needs placement of longer duration. On the other hand, only 6 of the 40 physically ill children were in boarding homes at the termination of the study. Child Guidance Clinic study for diagnostic purposes was relatively short in dura-

# Aid to Dependent Children

By the enactment of advanced humanitarian legislation and the progress which it has made possible in the field of public welfare, Colorado has taken a place of high rank among the states. The Aid to Dependent Children program is designed to insure that a family shall not be disrupted for reasons concerned with poverty alone. When children are deprived of parental support, public provision in the form of regular and definite financial assistance is necessary in order to give them assurance of security. The state recognizes that the welfare of the child is a major consideration and that an adequate allowance has an important influence in preventing delinquency and other social problems. The indirect results of an effective program for child care affect a far greater number of people than the Aid to Dependent Children rolls indicate. Maintaining children in their homes at the highest possible standard of decency and health is of vital importance to every person in the state from the standpoint of public economy, protection of the community, and humanity.

In Colorado, assistance in monthly cash payments is given under the 1936 AID TO DEPENDENT CHILDREN ACT to a child:

- (a) Who is under 16 years of age;
- (b) Who is deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and whose relatives liable under the law are not able to provide adequate care and support of such child without public assistance;
- (c) Who is living in a suitable family home with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle, or aunt;
- (d) Who has resided in the state for one year immediately preceding the application; or was born in the state within one year immediately preceding the application, and whose mother has resided in the state one year preceding the birth of said child.

Aid to Dependent Children can be given only in monthly money payments which cannot exceed \$18.00 for the first child and \$12.00 for each additional child in the home.

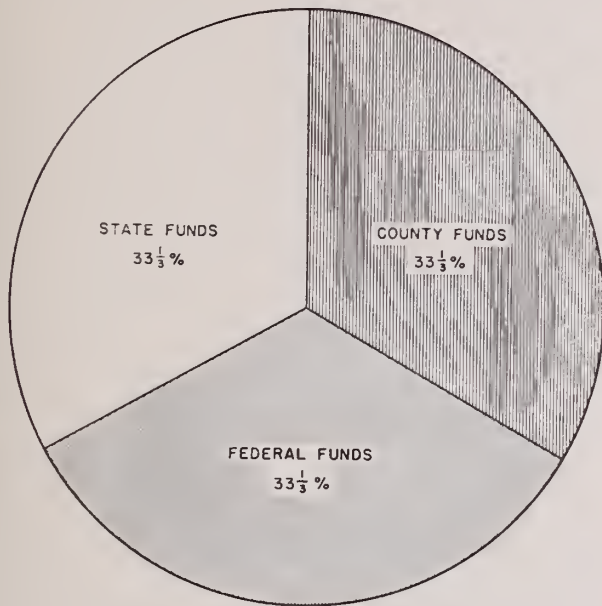
The Social Security Board has recommended to the Congress that some revisions be made in the Social Security Act pertaining to Aid to Dependent

Children. If legislation is enacted in conformity with these recommendations, the benefits of the Aid to Dependent Children program will be materially enhanced inasmuch as Federal participation in money payments to recipients would be increased from one-third to one-half; the maximum age of 16 years would be increased two years if the child is attending school; and a maximum monthly award of \$30.00 for at least the first and second eligible child in the family would replace the present maximum payment of \$18.00 for the first child and \$12.00 for each additional child. This proposed legislation has been viewed with favor and there is definite likelihood of its enactment by the Congress. It would, therefore, follow that liberalization of the provisions in the Colorado Aid to Dependent Children Act of 1936 would not only be expedient but necessary. By this means, the state would derive the maximum benefit from Federal participation in the program for needy children, and the counties as well as the state would be relieved of their financial burden to a greater extent than is now possible.

Prior to the enactment of the present law, Aid to Dependent Children was known as "Mothers' Compensation" in Colorado. The County Judges determined eligibility and granted assistance. The provisions of the law were such that the entire cost of the program was the responsibility of the individual counties extending this type of aid. It cannot be said that this program operated on a state-wide basis for, on April 1, 1936, only 771 families with 2,346 children were on the rolls. The last monthly payment under the Mothers' Compensation Act was received in March, 1936.

All counties with eligible families must participate in the Aid to Dependent Children program in order to insure any Federal participation in payments to recipients within the state. Consequently, there was a rapid geographic extension as well as a pronounced growth in case loads and in benefits to recipients after April, 1936. When the first monthly payments were made under the Aid to Dependent Children Law, 37 of the 63 counties of the state reported recipients of Aid to Dependent Children. Due primarily to the pressure of work in connection with the initial organization of the County Departments, only 19 applications were approved by the County Boards of Public Welfare during the month. By July, 1936, 52 counties had reported eligible cases receiving benefits; the number was increased to 62 counties within the next six-month period; and by July, 1937, the program was state-wide in scope.

**NET DISBURSEMENTS FOR AID TO DEPENDENT CHILDREN—PERCENTAGE DISTRIBUTION BY SOURCE OF FUNDS**  
1938



Source of Funds	Money Payments	
	Amount	Per Cent
State.....	\$ 446,786.13	33 1/3%
County.....	446,786.15	33 1/3%
Federal.....	446,786.17	33 1/3%
Total.....	\$1,340,358.45	100.00

It is indicated above that the net expenditure for Aid to Dependent Children in 1938 was \$1,340,358.45 which was borne in equal proportion by the Federal Government, the state, and the county units. Refunds and recoveries from grantees who were later found to be ineligible, and checks canceled after issuance, have been deducted. The Federal Government participates only in monthly awards to eligible recipients, and the Colorado law limits disbursements from Aid to Dependent Children Funds to cash payments made in behalf of dependent children. Inasmuch as the monthly awards may not exceed a stipulated amount based on the number of eligible dependent children in the family, the Aid to Dependent Children payment, in many instances, is not sufficient to meet the budgetary deficiency. The County Departments, therefore, find it

necessary to give additional assistance payable from General Relief Funds.

An analysis of the December, 1938, reports from 36 counties having 2,870 Aid to Dependent Children cases, or approximately three-fourths of the total case load in the state, indicated that the average Aid to Dependent Children award ranged from \$17.33 to \$36.43 per family, and that 762, or 27 per cent of the families, were given general assistance. In these families, there was a total of 3,046 persons including the dependent children on whom the Aid to Dependent Children grants were based. \$12,431.98, or an average of \$16.31 for these 762 families, was expended from General Relief Funds as supplementary assistance in the form of money payments, hospitalization, medical care, burials, rent, fuel, food, etc.—more than one of these items were given to some recipients.

Table 11 shows that in December, 1938, there were 22 recipients of Aid to Dependent Children per 1,000 under 16 years in the estimated population of the 42 jurisdictions with plans approved by the Social Security Board; Colorado paid awards in behalf of 10,020 children which represented 34 per 1,000 in the estimated population under 16 years of age in the state. In terms of proportionate rate of dependency, Colorado occupied the eighth place among the states, exceeded only by Arizona, Maryland, Oklahoma, Utah, Idaho, Louisiana, and Indiana. Seventeen states paid higher average awards to the families than the \$30.96 in Colorado. Monthly averages per family ranged from a low of \$8.14 in Arkansas to \$65.03 in Massachusetts. The national average award of \$32.58 exceeded the Colorado average by \$1.62. The 3,883 families on the rolls in Colorado are shown to have an average of 2.6 children, which is only slightly more than the United States average of 2.5. These averages can be said to be only indicative of the size of family, for in many instances there are other children in the household who do not fall within the limits of eligibility requirements.

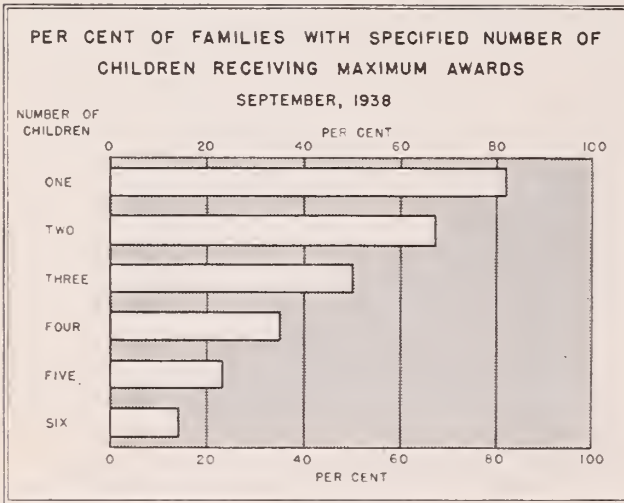
A classification of recipients, according to number of eligible dependent children and amount of payment received in September, 1938, is shown on Table 10. The analysis of the pay rolls submitted by the County Departments revealed that there was a wide variance in the amounts awarded—from \$5.00 to \$101.00. The maximum payment allowable was received by 58 per cent of the families on the rolls, but not by any of the 61 families having more than 6 children.

**FAMILIES RECEIVING AID TO DEPENDENT CHILDREN CLASSIFIED BY NUMBER OF ELIGIBLE CHILDREN**

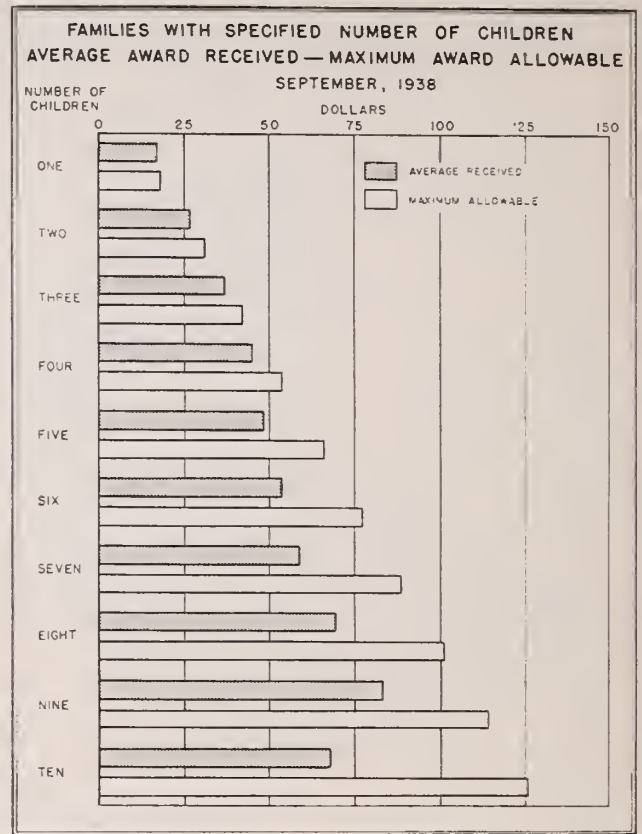
September, 1938

Number of Children	Family Recipients	
	Number	Per Cent
Total .....	3,698	100.0
One .....	1,002	27.1
Two .....	1,078	29.2
Three .....	737	19.9
Four .....	459	12.4
Five .....	227	6.1
Six .....	134	3.6
Seven .....	37	1.0
Eight .....	15	.4
Nine .....	7	.2
Ten .....	2	.1

Although the number of children in the family ranged from 1 to 10, only a very few were shown in the large families. More than three-fourths of the families had 3 or less children; families with 2 children represented almost three-tenths of the total on the rolls. As stated previously, the number of children are only those who meet eligibility requirements. Nevertheless, the above table tends to show that these Aid to Dependent Children families are relatively small.



It will be noted by the chart that the percentage of families receiving the maximum ranged from more than 80 in the one-child families to less than 15 in the six-child families. Within the limits set by law, the amount of aid given for any child is determined by the County Departments with due regard to the resources of the family and to the family's normal standard of living.



The average payment to families having 3 or less children more nearly approximates the maximum amount allowable than is the case of families with a greater number. It, therefore, follows that the grants to small families tend to provide a higher average per child than in the case of large families.

During the calendar year, 1938, 2,257 applications on behalf of 5,400 children were received by the County Departments of Public Welfare. There were no violent fluctuations in the number of applications received during the first 11 months of the year. However, in December, the 318 applications for assistance were more than double the number received in November. Receipt of applications from women previously employed by WPA appears to be the principal factor contributing to this increase. Within the month, WPA terminated the employment of 2,237 women with approximately 3,500 children under the age of 16 years. It was shown that 1,210 mothers had 1 child; 632 had 2 children; and 395 had 3 or more.

After careful investigation and determination of eligibility, the County Departments approved the applications of 1,735 families with 4,330 children, which represented 81.5 per cent of the applications on which formal action was taken in 1938. Disallowance of assistance on the basis of ineligibility affected 353 applicants; 42 applications were dis-

posed of for reasons such as voluntary withdrawal, death of applicant, etc.

The County Departments make every attempt to establish eligibility with the greatest possible speed in order to keep the length of the waiting period at a minimum. The applications awaiting disposal at the end of the month indicated an average of slightly more than 200 in the months of 1938. The high point was reached in December when 310 applications made on behalf of 715 children were held pending for subsequent action of the County Boards. 64.8 per cent of the pending applications were in 5 counties, and the remaining 35.2 per cent were distributed throughout 31 counties. The reports from 27 counties indicated that disposition had been made of all applications by the end of December. The month by month accumulation of applications, the number receiving formal disposition, and the number awaiting consideration are shown in Table 9.

Throughout the year, there was a consistent monthly increase in the number of Aid to Dependent Children recipients with the result that in December, 1938, there were 3,883 families with 10,020 eligible children who received these benefits. In comparison with the same month in 1937, the pay rolls indicated a pronounced increase in families and children—families, 589 or 17.9 per cent; children, 1,395 or 16.2 per cent. Indicative of the effectiveness of the program, the increment in the expenditures for assistance shows a direct relationship to the increment in case load. The total money payments in December,

1938, were 18.6 per cent greater than in the same month of the preceding year. In December, 1938, families received an average payment of \$30.96 or an average of \$12.00 per child; in December, 1937, the average payments were \$30.79 and \$11.76 respectively. The average payments made to families in December, 1938, ranged from \$15.00 in two counties having less than 5 cases, to \$36.43 in Denver in which there were 1,107 or approximately 30 per cent of the total number of recipients in the state. Twenty-three counties paid an average award of \$30.00 or more; 35 paid \$20.00 to \$30.00; and 5 paid less than \$20.00. Although an average may be a useful device, it cannot be employed exclusively in measuring the adequacy of assistance, inasmuch as numerous and diversified factors are necessarily involved in the determination of the individual awards to these families. It, therefore, follows that there is a vast range in amounts awarded in the individual counties as well as a wide variation between counties.

The development in the Aid to Dependent Children program in Colorado is reflected in the higher average award together with the increment in the number of recipients. It is apparent that the County Departments of Public Welfare are cognizant of the fact that public assistance to dependent children in their own homes contributes to a better citizenry—it tends to preserve and to foster family life, thereby making it possible for children to grow into wholesome, normal maturity.

## Child Welfare in Colorado

(Continued from Page 26)

tion; there were no children in boarding homes for that reason on October 1, 1938.

The 79 children under care on October 1, 1938, had been in the boarding homes for a period averaging approximately 27 weeks. More than one-fifth of the children in boarding homes October 1, 1938, had been in the homes for a year or more. They were placed because of neglect of parents, behavior maladjustments, absence of mother, or ill-health of parents. Six of the 21 children who were behavior problems had been in the homes for a year or more.

This study reaffirms that the same needs for foster home care arise in rural communities as those which arise in the city. Without the services of the

Division of Child Welfare which works in cooperation with the County Departments of Public Welfare and local persons, these problems would become acute before being noticed and a considerable number of neglected children would be exposed to the hazard of becoming chronic delinquents. Children have, in many areas, been without needed treatment or training until recently when organized services have been available to seek them out and to arrange for their care.

If all the children of Colorado are to have a fair chance to develop into good citizens, protection and care must continue to be made available in rural communities as well as in cities. It is a task that must be assumed by each community in the state.



**Table 9.**  
**AID TO DEPENDENT CHILDREN**  
**Applications, Cases Under Care, and Obligations**  
**Year 1938**

	JANUARY		FEBRUARY		MARCH		APRIL		MAY		JUNE		JULY		AUGUST		SEPTEMBER		OCTOBER		NOVEMBER		DECEMBER		
	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	Fam- ilies	Chil- dren	
<b>A. APPLICATIONS</b>																									
Pending from preceding month	183	404	190	383	206	436	234	492	225	484	199	422	172	376	179	395	177	426	209	486	208	463	194	417	
Received during month	188	479	191	534	186	446	188	476	172	418	181	392	144	342	143	315	210	463	199	448	137	315	318	772	
Total during month	371	883	381	917	392	882	422	968	397	902	380	814	316	718	322	710	387	889	408	934	345	778	512	1,189	
Disposed of during month	181	500	175	481	158	390	197	484	198	480	208	438	137	323	145	284	178	403	200	471	151	361	202	474	
Approved	159	454	153	427	129	335	172	419	160	417	166	362	107	258	103	223	135	313	166	401	132	330	153	391	
Denied as ineligible	20	41	21	52	27	52	23	56	33	54	38	69	28	61	38	53	37	81	31	62	16	22	41	69	
Disposed of for other reasons	2	5	1	2	2	3	2	9	5	9	4	7	2	4	4	8	6	9	3	8	3	9	8	14	
Pending at end of month	190	383	206	436	234	492	225	484	199	422	172	376	179	395	177	426	209	486	208	463	194	417	310	715	
<b>B. CASES</b>																									
Continued from preceding month	3,306	8,680	3,376	8,874	3,441	9,063	3,467	9,074	3,548	9,265	3,621	9,460	3,704	9,630	3,713	9,642	3,722	9,617	3,737	9,687	3,822	9,872	3,877	10,000	
Added during month	159	454	153	427	129	335	172	419	160	417	166	362	107	258	103	223	135	313	166	401	132	330	153	391	
New: Never previously received aid to dependent children.	119	328	112	313	114	295	158	387	144	372	149	331	94	213	83	182	100	244	148	369	116	293	129	343	
Reopened: Case last closed for aid to dependent children prior to this year	39	125	37	107	11	26	10	22	12	33	8	13	9	21	4	8	6	15	8	18	7	15	10	28	
Reopened: Case last closed for aid to dependent children within this year	1	1	4	7	4	14	4	10	4	12	9	18	4	24	16	33	29	54	10	14	9	22	14	20	
<b>TOTAL CASES OPEN</b>	3,465	9,134	3,529	9,301	3,570	9,398	3,639	9,493	3,708	9,682	3,787	9,822	3,811	9,888	3,816	9,865	3,857	9,930	3,903	10,088	3,954	10,202	4,030	10,391	
Received assistance	3,353	8,819	3,414	8,936	3,444	9,001	3,517	9,184	3,603	9,399	3,678	9,568	3,681	9,554	3,688	9,550	3,698	9,606	3,778	9,755	3,828	9,871	3,883	10,020	
Received no assistance	112	315	115	365	126	397	122	304	105	283	109	254	130	334	128	315	159	324	125	333	126	331	147	371	
Closed during month	89	260	88	238	103	324	91	228	87	222	83	192	98	246	94	248	120	243	81	216	77	202	76	202	
Continued to next month	3,376	8,874	3,441	9,063	3,467	9,074	3,548	9,265	3,621	9,460	3,704	9,630	3,713	9,642	3,722	9,617	3,737	9,687	3,822	9,872	3,877	10,000	3,954	10,189	
<b>C. OBLIGATIONS</b>																									
Money payments	\$103,811.30	\$105,645.59	\$106,203.95	\$108,379.05	\$111,418.10	\$113,934.95	\$113,936.93	\$113,724.34	\$114,198.40	\$116,306.69	\$118,200.52	\$120,234.12													
TOTAL																									

\*Cancellations not deducted.

Table 10.

FAMILIES RECEIVING AID TO DEPENDENT CHILDREN IN COLORADO CLASSIFIED BY MONTHLY PAYMENT AND THE NUMBER OF DEPENDENT CHILDREN IN THE FAMILY  
SEPTEMBER, 1938

Monthly Payment	NUMBER OF CASES WITH SPECIFIED NUMBER OF DEPENDENT CHILDREN IN FAMILY										
	Total	One Child	Two Children	Three Children	Four Children	Five Children	Six Children	Seven Children	Eight Children	Nine Children	Ten Children
Total .....	3,698	1,002	1,078	737	459	227	134	37	15	7	2
\$ 5.00 and under \$ 7.00.....	8	7	.....	1	.....	.....	.....	.....	.....	.....	.....
7.00 " " 9.00.....	13	8	3	1	.....	.....	.....	1	.....	.....	.....
9.00 " " 11.00.....	73	53	16	3	.....	1	.....	.....	.....	.....	.....
11.00 " " 13.00.....	50	33	13	2	2	.....	.....	.....	.....	.....	.....
13.00 " " 15.00.....	13	8	5	.....	.....	.....	.....	.....	.....	.....	.....
15.00 " " 17.00.....	117	64	36	10	5	1	1	.....	.....	.....	.....
17.00 " " 19.00.....	909	<sup>1</sup> 829	53	17	7	3	.....	.....	.....	.....	.....
19.00 " " 21.00.....	108	.....	70	24	10	3	1	.....	.....	.....	.....
21.00 " " 23.00.....	41	.....	21	6	6	5	2	1	.....	.....	.....
23.00 " " 25.00.....	54	.....	32	15	6	1	.....	.....	.....	.....	.....
25.00 " " 27.00.....	96	.....	64	19	9	3	1	.....	.....	.....	.....
27.00 " " 29.00.....	66	.....	32	16	9	6	3	.....	.....	.....	.....
29.00 " " 31.00.....	884	.....	<sup>2</sup> 733	107	23	14	6	1	.....	.....	.....
31.00 " " 33.00.....	22	.....	.....	12	8	.....	2	.....	.....	.....	.....
33.00 " " 35.00.....	29	.....	.....	22	5	1	1	.....	.....	.....	.....
35.00 " " 37.00.....	95	.....	.....	46	25	13	10	1	.....	.....	.....
37.00 " " 39.00.....	42	.....	.....	27	8	7	.....	.....	.....	.....	.....
39.00 " " 41.00.....	130	.....	.....	35	59	23	7	4	2	.....	.....
41.00 " " 43.00.....	417	.....	.....	<sup>3</sup> 374	32	5	4	1	1	.....	.....
43.00 " " 45.00.....	17	.....	.....	.....	11	3	2	.....	.....	1	.....
45.00 " " 47.00.....	60	.....	.....	.....	29	19	9	3	.....	.....	.....
47.00 " " 49.00.....	15	.....	.....	.....	12	2	1	.....	.....	.....	.....
49.00 " " 51.00.....	67	.....	.....	.....	26	25	12	3	.....	.....	1
51.00 " " 53.00.....	10	.....	.....	.....	3	2	4	1	.....	.....	.....
53.00 " " 55.00.....	175	.....	.....	.....	<sup>4</sup> 164	9	1	.....	1	.....	.....
55.00 " " 57.00.....	12	.....	.....	.....	6	6	.....	.....	.....	.....	.....
57.00 " " 59.00.....	3	.....	.....	.....	1	2	.....	.....	.....	.....	.....
59.00 " " 61.00.....	36	.....	.....	.....	.....	18	15	2	1	.....	.....
61.00 " " 63.00.....	3	.....	.....	.....	.....	1	1	1	.....	.....	.....
63.00 " " 65.00.....	1	.....	.....	.....	.....	1	.....	.....	.....	.....	.....
65.00 " " 67.00.....	73	.....	.....	.....	.....	<sup>5</sup> 54	12	6	1	.....	.....
67.00 " " 69.00.....	1	.....	.....	.....	.....	.....	1	.....	.....	.....	.....
69.00 " " 71.00.....	6	.....	.....	.....	.....	.....	6	.....	.....	.....	.....
71.00 " " 73.00.....	5	.....	.....	.....	.....	.....	3	1	1	.....	.....
73.00 " " 75.00.....	1	.....	.....	.....	.....	.....	.....	1	.....	.....	.....
75.00 " " 77.00.....	7	.....	.....	.....	.....	.....	2	2	3	.....	.....
77.00 " " 79.00.....	20	.....	.....	.....	.....	.....	<sup>6</sup> 19	1	.....	.....	.....
79.00 " " 81.00.....	5	.....	.....	.....	.....	.....	.....	2	2	1	.....
81.00 " " 83.00.....	2	.....	.....	.....	.....	.....	.....	2	.....	.....	.....
83.00 " " 85.00.....	2	.....	.....	.....	.....	.....	.....	2	.....	.....	.....
85.00 " " 87.00.....	4	.....	.....	.....	.....	.....	.....	1	1	1	1
87.00 " " 89.00.....	1	.....	.....	.....	.....	.....	.....	.....	1	.....	.....
89.00 " " 91.00.....	2	.....	.....	.....	.....	.....	.....	.....	1	1	.....
91.00 " " 93.00.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
93.00 " " 95.00.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
95.00 " " 97.00.....	2	.....	.....	.....	.....	.....	.....	.....	.....	2	.....
97.00 " " 99.00.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
99.00 " " 101.00.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1	.....

<sup>1</sup>Maximum monthly payment \$18.00; 823 cases receiving maximum.  
<sup>2</sup>Maximum monthly payment \$30.00; 731 cases receiving maximum.  
<sup>3</sup>Maximum monthly payment \$42.00; 371 cases receiving maximum.  
<sup>4</sup>Maximum monthly payment \$54.00; 164 cases receiving maximum.  
<sup>5</sup>Maximum monthly payment \$66.00; 54 cases receiving maximum.  
<sup>6</sup>Maximum monthly payment \$78.00; 19 cases receiving maximum.

Table 11.

## AID TO DEPENDENT CHILDREN IN STATES WITH PLANS APPROVED BY THE SOCIAL SECURITY BOARD\*

December, 1938

Regions and States	Number of Recipients		Amount of Obligations Incurred for Payments to Recipients for the Month <sup>1</sup>	Average Per Family	Number of Recipients Per 1,000 Estimated Population Under 16 <sup>2</sup>
	Families	Children			
<b>TOTALS</b> .....	264,774	650,369	\$8,625,622	\$32.58	22
<b>REGION I</b>					
Maine.....	1,327	3,465	49,872	37.58	15
Massachusetts.....	9,298	22,644	604,652	65.03	20
New Hampshire.....	343	916	13,468	39.27	7
Rhode Island.....	1,041	2,836	49,355	47.41	16
Vermont.....	363	1,105	9,311	25.65	11
<b>REGION II</b>					
New York.....	34,646	69,336	1,697,524	49.00	22
<b>REGION III</b>					
Delaware.....	471	1,098	14,494	30.77	16
New Jersey.....	11,191	25,030	330,491	29.53	22
Pennsylvania.....	18,290	44,876	629,715	34.43	15
<b>REGION IV</b>					
District of Columbia.....	1,043	3,173	48,763	46.75	25
Maryland.....	7,692	20,824	245,183	31.88	46
North Carolina.....	7,719	21,053	117,686	15.25	17
Virginia.....	780	2,884	15,780	20.23	3
West Virginia.....	5,940	17,183	126,767	21.34	27
<b>REGION V</b>					
Michigan.....	12,262	28,478	505,571	41.23	21
Ohio.....	10,878	<sup>3</sup> 31,168	436,864	40.16	<sup>15</sup>
<b>REGION VI</b>					
Indiana.....	15,218	32,000	417,021	27.40	35
Wisconsin.....	10,701	<sup>2</sup> 25,108	400,886	37.46	<sup>31</sup>
<b>REGION VII</b>					
Alabama.....	5,573	16,514	70,496	12.65	17
Florida.....	<sup>5</sup> 564	<sup>1</sup> 1,681	<sup>1</sup> 15,990	28.35	4
Georgia.....	4,582	12,313	96,476	21.06	12
South Carolina.....	4,083	12,036	58,597	14.35	17
Tennessee.....	9,939	26,762	182,717	18.38	29
<b>REGION VIII</b>					
Minnesota.....	6,716	<sup>1</sup> 17,009	240,224	35.77	<sup>23</sup>
Nebraska.....	<sup>6</sup> 4,561	<sup>1</sup> 10,463	<sup>1</sup> 120,051	26.32	27
North Dakota.....	1,245	3,846	42,426	34.08	17
<b>REGION IX</b>					
Arkansas.....	4,068	11,186	33,099	8.14	16
Kansas.....	4,658	11,168	142,341	30.56	22
Missouri.....	7,800	19,090	236,172	30.28	19
Oklahoma.....	15,241	35,190	212,644	13.95	43
<b>REGION X</b>					
Louisiana.....	9,745	28,034	206,584	21.20	41
New Mexico.....	1,503	4,346	27,909	18.57	30
<b>REGION XI</b>					
Arizona.....	2,010	5,945	66,487	33.08	46
<b>Colorado</b> .....	<b>3,883</b>	<b>10,020</b>	<b>120,234</b>	<b>30.96</b>	<b>34</b>
Idaho.....	2,689	6,365	71,538	26.60	41
Montana.....	2,091	4,901	59,258	28.34	32
Utah.....	2,935	7,307	97,805	33.32	42
Wyoming.....	585	1,479	18,105	30.95	22
<b>REGION XII</b>					
California.....	12,813	<sup>4</sup> 31,692	531,459	41.48	<sup>24</sup>
Oregon.....	1,558	3,444	60,423	38.78	14
Washington.....	5,788	13,040	168,560	29.12	33
<b>TERRITORY</b>					
Hawaii.....	941	3,361	32,624	34.67	25

\*Source: Social Security Board, Division of Public Assistance Research, Bureau of Research and Statistics.

<sup>1</sup>Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

<sup>2</sup>Estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

<sup>3</sup>Includes 4,150 children 16 to 18 years of age. Rate per 1,000 does not include these children.

<sup>4</sup>Includes an unknown number of children 16 years of age and over.

<sup>5</sup>Does not include aid to dependent children administered by county governments to recipients not yet approved for aid under the State plan.

<sup>6</sup>In addition, in 77 counties payments amounting to \$17,128 were made from local funds without Federal participation to 1,002 families in behalf of 2,419 children under the State mothers' pension law. It is possible that a large number of the families receiving aid from this source for December also received aid under the State plan for aid to dependent children approved by the Social Security Board.

# Division of Tuberculosis

January 1, 1938, to January 1, 1939

On July 1, 1937, the law which provides for the hospitalization of indigent cases of tuberculosis became operative. The provisions of this law placed the program under the Colorado State Department of Public Welfare for administration. It provided that a Director of Tuberculosis be appointed by the State Department. The appointment was made in June, 1937, and soon after July 1, 1937, rules and regulations were formulated for the administration of the law in accordance with its provisions.

A person is eligible for Tuberculosis Assistance who: has lived in Colorado for three years; has tuberculosis in any form and needs treatment; and is without sufficient means. In order to obtain this assistance, he must make application to the County Department of Public Welfare in the county where he has residence. It is necessary that the applicant list all his assets and liabilities, his income (if any), the number of dependents and the number of adults and children in the household. After investigation has been completed by the County Department, a medical examination is made either by the family physician or the county physician. The examination cost is borne by the county. This information is then forwarded to the State Department on proper blanks and is reviewed by the Director of Public Assistance and the Director of Tuberculosis. If they find the applicant eligible, his application is approved and returned to the County Department, which makes arrangements for the case to be placed in one of the twelve institutions approved by the State Department. A member of the staff at the institution is designated by the State Department to give the necessary medical care under the supervision of the Director of Tuberculosis.

Tuberculosis is an infectious disease. Active cases of pulmonary tuberculosis are the chief sources of the spread of tubercle bacilli, because the tubercle bacilli are present in the expired air and in the expectoration. It is a proven scientific fact that there can be no tuberculosis where there are no tubercle bacilli. It is obvious that persons living in homes where there are active cases of tuberculosis are continuously exposed to the infection, and too many cases develop as a result of such continuous and prolonged contact. Physical examinations, the tuberculin test, and the X-Ray plate reveal evidence of this infection. To prevent the development of new cases of tuberculosis, especially among children, it is very essential that an early diagnosis of the active cases be made and that measures of prevention be instituted in the homes.

This disease is usually insidious in its onset and often progresses slowly. The diagnosis of early tuberculosis is a difficult task and requires all methods of examination now available to medical science and enough knowledge and experience on the part of the physician to evaluate properly the facts revealed by such examinations. It is true that many cases of tuberculosis are active for a period of months before this condition is discovered.

Diagnosis of tuberculosis in the early stage is very important in the prevention of its spread and is highly essential for the present and future welfare of the patient. Most cases of early tuberculosis have an excellent chance to arrest their disease and to resume normal activities. The majority of the advanced cases do improve with proper and prolonged treatment; nevertheless, the beneficial results are not so pronounced as in the early cases, and a longer time is required in order to obtain the maximum good. Some of this group of patients improve sufficiently to be employed in part-time work. From a public health standpoint, they are, at times, a source of the spread of the tubercle bacilli and often infect healthy persons working in close proximity as well as those in their homes.

All cases suffering from tuberculosis, if they are in sanatoria and under the proper treatment and supervision, enhance the possibility of improvement. In addition, they are taught and become thoroughly familiar with those measures of health and sanitation which will reduce to a minimum the risk of infecting others. Some of the very essential things which are taught and which should be followed strictly are:

1. Cover the mouth with a paper napkin when coughing.
2. Expectorate in a paper napkin and place it in a suitable receptacle provided for that purpose. These should be burned once or twice daily.
3. Use individual dishes and towels. These should be washed thoroughly with soap and rinsed with boiling water.
4. Always occupy individual sleeping quarters in which there is adequate fresh air.

Since 1902, an aggressive and fairly successful educational campaign has been carried on by the National Tuberculosis Association, State Tuberculosis Associations, and the component county and municipal societies. The public has responded each year in a most generous way by purchasing Christmas

seals. The proceeds from Christmas seals are expended for an educational program primarily and for group tuberculin testing in the schools, the purpose of which is to find tuberculosis in the early stage of the disease and to search for the source of the infection. The Colorado State Board of Health has aided effectively in this program. The Division of Tuberculosis, under the Colorado State Department of Public Welfare, is likewise cooperating with the Colorado State Tuberculosis Association to the greatest possible extent.

In 1900, there were less than 5,000 beds for the care of the tuberculous; today there are 90,000 beds. In 1900, the death rate from tuberculosis was over 200 per 100,000; in 1937, it was 57 per 100,000. The decrease in the death rate, although encouraging, may be very misleading, inasmuch as tuberculosis is today the principal cause of sickness and death between the ages of 20 and 35 years. Its economic loss is tremendous because its greatest ravages are chiefly of those in the productive period of life.

The solution to the problem presented by tuberculosis requires three separate methods of attack:

1. Public health education.
2. Hospitalization of persons sick with tuberculosis.
3. Guidance and assistance to a large group of persons who have been hospitalized until they have received the maximum benefit, but who have not arrested their tuberculosis. Some of this group are physically able to do part-time work but are not able to earn enough to care for their needs.

No feasible plan has been formulated which will fulfill the need presented by those cases described in the last method above. Until a satisfactory method is provided to meet the requirements of this group and to completely remove the hazard from a public health standpoint, new cases of tuberculosis with the consequent expense, hardship, and sorrow are inevitable.

**CLASSIFICATION OF CASES ACCEPTED**

**July 1, 1937—January 1, 1938**

"Early Stage" .....	6
"Moderately Advanced Stage" .....	6
"Far Advanced" .....	42
"Childhood Type Active" .....	1
"Doubtful Diagnosis" .....	2

A review of activities in the Tuberculosis Assistance program from July 1, 1937, to January 1, 1938, indicates the following facts: (1) Cases formally approved—58; (2) Sanatoria used throughout state for hospitalization of patients—9; (3) Cases hospitalized—63; (4) Cases hospitalized but not formally approved prior to death or discharge from institution, or prior to January 1, 1938—5; (5) Deaths occurring in the 58 cases approved—2; (6) Deaths occurring in the 5 cases hospitalized but not approved—2; (7) Cases formally approved but who failed to enter sanatoria—3; (8) Patient days in various sanatoria covering this period—5,114; (9) Gross expenditures covering this period—\$5,855.69; (10) Respective counties reimbursed for one-half of this amount—\$2,927.84; (11) Counties served during this period—20.

**SUMMARY OF TUBERCULOSIS ASSISTANCE CASES**

**January 1, 1938 to January 1, 1939**

Cases under care January 1, 1938 (56 in Sanatoria; 1 Out-Patient) .....	57
Applications approved in 1938.....	146
Total.....	203
Cases disposed of during year.....	78
Hospitalization not accepted by patients.....	3
Care terminated .....	75
Death .....	20
Left sanatoria against advice.....	14
Discharge .....	41
(a) Apparently arrested .....	24
(b) Improved .....	7
(c) No-clinical .....	6
(d) Quiescent .....	3
(e) Healed .....	1
Cases under care January 1, 1939 (116 in Sanatoria; 9 in Out-Patient Department).....	125

One of the three listed as "Quiescent" was discharged because she was no longer in need of public assistance. Of the seven listed as "Improved": one was no longer in need of public assistance; one, being a child of seven years, was transferred to a charitable

institution where educational facilities are available; three were released with consent but were in need of further treatment; and one, being an extra-pulmonary case, had received the maximum benefit possible from hospitalization.

**CASES APPROVED FOR TUBERCULOSIS ASSISTANCE  
CLASSIFIED BY AGE  
January 1, 1938—January 1, 1939**

CLASSIFICATION	TOTAL	AGE						
		Under 11	11-21	21-31	31-41	41-51	51-61	61 and over
Total .....	146	6	20	44	48	16	10	2
Far Advanced .....	102	1	14	35	34	11	6	1
Moderately Advanced .....	12	.....	2	2	4	1	3	.....
Early Stage .....	18	2	3	2	8	3	.....	.....
Childhood Type Active .....	2	2	.....	.....	.....	.....	.....	.....
No-clinical .....	8	1	.....	4	1	.....	1	1
Unknown:								
Left before diagnosis .....	1	.....	1	.....	.....	.....	.....	.....
Did not enter sanatorium .....	3	.....	.....	1	1	1	.....	.....

During 1938, 146 cases in the state were approved for Tuberculosis Assistance, however, three of these cases did not accept hospitalization. These cases were from 29 of the 63 counties of the state, namely:

Adams	Delta	Jefferson	Montezuma
Arapahoe	Denver	La Plata	Otero
Baca	Eagle	Larimer	Phillips
Bent	El Paso	Las Animas	Prowers
Boulder	Fremont	Lincoln	Pueblo
Conejos	Garfield	Logan	Rio Blanco
Crowley	Huerfano	Mesa	Weld
			Yuma

The 143 applicants together with the 56 cases which were under care in sanatoria at the beginning of the year, represented 37,577 patient days for the period.

The total cost for treatment and care of each of these 199 cases averaged \$2.41 per day, which included expense of hospitalization, necessary surgery, dental work, consultations, transportation, and burials; the average cost for hospitalization only was \$2.35.

The following named ten sanatoria and two general hospitals were used throughout the state for hospitalization of Tuberculosis Assistance patients:

- Cragmor Sanatorium, Colorado Springs.
- Evangelical Lutheran Sanatorium, Wheatridge.
- Glockner Sanatorium and Hospital, Colo. Springs.
- Las Animas General Hospital, Las Animas.
- Mennonite Hospital and Sanitarium, La Junta.
- Mesa Vista Sanatorium, Boulder.
- National M. E. Sanatorium, Colorado Springs.
- Oakes Home, Denver.

- St. Francis Hospital and Sanatorium, Colo. Springs.
- St. Francis Sanatorium, Denver.
- St. Mary's Hospital, Pueblo.
- Swedish National Sanatorium, Englewood.

As a result of complications arising during the course of treatment, the following surgery was required: appendectomy in three cases—ages 23, 25, and 42 years; tonsillectomy in two cases—ages 15 and 24 years; empyema in one case—age 16 years; thoracotomy in one case—age 32 years; and broncoscopy in one case—age 31 years.

**FAR ADVANCED CASES RECEIVING SPECIFIED TREATMENT—CLASSIFIED BY AGE  
January 1, 1938—January 1, 1939**

Age	Total	TREATMENT			
		Pneumo-thorax	Phreni-ectomy	Thora-coplasty	Pneumo-peritoneum
Total	68	53	5	7	3
11-21	10	9	1	.....	.....
21-31	28	21	2	3	2
31-41	23	17	1	4	1
41-51	6	5	1	.....	.....
51-61	.....	.....	.....	.....	.....
61 and over	1	1	.....	.....	.....

In addition to the treatment given to the far advanced cases shown above, pneumothorax was given to four moderately advanced cases whose ages were 15, 27, 31, and 33 years. Ten of the 57 patients receiving pneumothorax during the period represent

# Surplus Commodities

## Federal Surplus Commodities Corporation

The Federal Surplus Commodities Corporation, functioning under the Department of Agriculture, has two definite aims: to keep farmers from being overwhelmed by surpluses of the commodities they produce; and to help persons on relief who have been certified as eligible to receive these commodities.

The objective of the purchase program is not merely to increase grower returns by the value of the commodities purchased by the Corporation, but to increase the returns on the entire crop. This end is sought by purchasing from that portion of the crop which exerts a depressing influence on the price and the marketing of the entire supply. All commodities purchased by the Corporation move directly from the point of purchase to State Welfare agencies who distribute them to relief families for consumption.

The Corporation endeavors, so far as possible, to distribute these surplus commodities in such a manner that there will be no interference with their usual distribution through the regular channels of trade. The steady flow of products to the market tends to substitute an ample and constant supply at a reasonable price for violent fluctuations in supply and price. An orderly market not only allows the consumer to budget his purchase but enables the retailer and wholesaler to do likewise with consequent reductions in handling costs and in speculative risks.

Surplus commodities are distributed as supplementary aid; they are not distributed in such quantities as to constitute total subsistence. Persons who are certified as eligible to receive these commodities include: recipients of public assistance, Works Progress Administration aid, and Farm Security Administration aid; and those non-relief families whose income level, nevertheless, places them on the relief border line. Surplus commodities are also used for school lunch programs and for nursery schools.

An amendment to the Agricultural Adjustment Act, approved August 24, 1935, made 30 per cent of the gross customs receipts for any fiscal year available for the purchase of surplus commodities during the succeeding fiscal year.

## Surplus Commodity Division

In Colorado, the Surplus Commodity Division functioning under the State Department of Public Welfare meets stipulated requirements by having at its disposal: a warehouse for receiving and storing

carload shipments from the Corporation; facilities for transporting the commodities to distributing points; personnel to repackage the commodities when necessary; and distribution outlets whereby the commodities may reach eligible recipients for consumption. Persons engaged in repackaging and distributing commodities are WPA employees.

## Commodities Received from Federal Surplus Commodities Corporation January 1, 1938-January 1, 1939

Commodity	Pounds
Total .....	16,055,393
Apples, evaporated.....	180,000
Apples, fresh.....	1,084,800
Apricots, evaporated.....	180,000
Beans, dried white.....	180,000
Beans, dried Lima.....	180,000
Beans, dried navy.....	180,000
Butter .....	268,106
Cabbage .....	912,820
Cauliflower .....	173,390
Cereal .....	296,940
Cherries, fresh.....	100,034
Commeal .....	240,000
Flour, graham.....	392,000
Flour, potato.....	120,120
Flour, wheat.....	3,449,600
Grapefruit, fresh.....	419,100
Grapefruit juice.....	466,559
Milk, powdered.....	219,540
Oranges .....	2,005,080
Peaches, evaporated.....	60,000
Pears, fresh.....	111,600
Peas, canned.....	195,000
Peas, fresh.....	36,288
Peas, dried.....	60,000
Potatoes .....	2,364,500
Prunes, dried.....	900,000
Raisins .....	420,000
Rice .....	779,836
Shortening .....	80,080

These food commodities, practically all of which were shipped in bulk to the state warehouse, had a monetary value of \$770,267.81 when based on wholesale food prices f.o.b. Denver. It was necessary to pack these bulk goods in suitable units before distribution could be made to individual cases. This was done under the most sanitary conditions by approximately 40 WPA employees with certificates of good health.

The distribution of Federal surplus commodities is a Works Progress Administration project sponsored by the Colorado State Department of Public Welfare which employs a Director of Commodity Distribution, two assistants, an auditor, and two clerical persons.

There are six district supervisors and one state supervisor of labor, whose salaries are paid by the WPA and whose traveling expenses are paid by the State Department; 320 WPA workers in the state warehouse and in the distribution centers throughout the state; and 11 persons employed by the various County Departments of Public Welfare in connection with distribution.

The County Departments of Public Welfare certify to the Surplus Commodity Division those persons who are found upon thorough investigation to be eligible for surplus commodities. The Federal Surplus Commodities Corporation regulates the amount of food that can be distributed monthly to any one case as supplemental aid according to the size of the family. Household items and clothing, however, are dispensed on the basis of need with no definitely assigned limit.

During 1938, the number of persons certified to the Surplus Commodity Division by the County Welfare Boards as being eligible for the supplementation of surplus commodities reveals a seasonal variance. The case load increased from January through March, decreased slightly through April, May, and June, reached the minimum in July when 62,249 persons received assistance, commenced an upward trend in August, and had enlarged to 100,391 persons within four months thereafter. There were 24,664 cases with 100,391 persons in December, 1938, as compared with 16,751 cases with 64,904 persons in December, 1937.

#### **Works Progress Administration Sewing Projects**

Through the close working relationship of WPA, the State Department of Public Welfare, and Boards of County Commissioners in defraying the cost of WPA sewing projects, 1,320,200 garments utilizing 2,651,000 yards of material were completed in 1938. In addition, several thousand toys were made for distribution to needy children at Christmas time. The Colorado State Department of Public Welfare sponsors a state-wide sewing project located at 1417 California Street, Denver, which employs approximately 600 persons. Production figures for 1938 show that 256,729 garments were completed from 549,000 yards of material for distribution throughout the state. WPA sewing projects which are located in 42 counties in the state are sponsored jointly by the Boards of County Commissioners and the State

Department of Public Welfare. The employment of approximately 2,600 women on these projects resulted in the completion of 1,063,471 garments in 1938 from 2,109,000 yards of material. The garments manufactured on these sewing projects are assigned to the State Department of Public Welfare for distribution.

Expenditures of the State Department of Public Welfare for WPA sewing projects during 1938 aggregated \$115,456.46 which included: \$101,379.48 for material; \$6,054.48 for supplies and notions; \$4,293.00 for rent of sewing quarters; \$951.61 for telephone; \$1,218.45 for light, heat, and power; \$992.44 for building material, etc.; \$300.00 for repairs; and \$267.00 for equipment. The material was shared by all the projects; the other items were in connection with the one located in Denver from which garments are shipped to all sections of the state. The WPA expended \$494,074.28 (exclusive of labor costs) as follows: textiles, \$380,416.61; machinery and equipment, \$106,673.56; findings, safety supplies, wiring for machines, and miscellaneous items, \$6,984.11. The counties provide quarters, heat, light, telephone, and findings for county sewing projects.

### **Canning**

#### **In WPA Projects**

The three WPA Canning Plants located in Pueblo, Denver, and Greeley are sponsored by the Boards of County Commissioners and the Colorado State Department of Public Welfare. From these plants, the State Department of Public Welfare receives canned fruits and vegetables which are distributed for use in school lunch programs and to persons in need.

The State Department purchases all of the cans and labels and some of the fresh fruits and vegetables for canning, in addition to allocating some of the fresh vegetables received from the Federal Surplus Commodities Corporation. The WPA also supplies some of the vegetables.

#### **In Commercial Plant**

When the cherry crop in Fremont County was ready to harvest, there was not a sufficient demand for the market to absorb the entire yield. The Federal Surplus Commodities Corporation authorized the purchase of 50 tons of cherries which were canned by a Fremont County firm and distributed to persons in need by the State Department. There were 5,728 dozen of No. 2 cans at a cost of slightly less than 70 cents per dozen. This is an example of the dual benefits derived from the Federal Surplus Commodities Corporation purchasing program to which reference was made previously in this article. Not only were needy persons benefited, but, in ad-

dition, the cherry growers were relieved of their surplus crop and were able to dispose of the remainder through the regular channels of trade.

#### School Lunch Program

Approximately 20,000 children are being supplied nourishing, hot lunches daily in 30 counties of the state through the WPA hot lunch program. During 1938 the State Department of Public Welfare supplied 860,840 pounds of surplus food commodities at an approximate monetary value of \$46,858.28. The WPA expended \$35,409.75, in addition to labor costs, for staple foods and miscellaneous supplies used in this program. The parents of the children, the P.T.A., and other interested local organizations furthered this service to needy children by contributing food and cash amounting to \$77,112.96. In addition to these school lunches aforementioned, hot school lunches under the sponsorship of the various schools were supplied to nearly 1,000 children. Under the WPA there are 28 nursery schools and seven NYA household training schools which were also aided by commodities distributed by the Surplus Commodity Division.

#### Cotton for Comforters and Mattresses

During the latter part of 1938, the Federal Surplus Commodities Corporation shipped 100 bales of raw cotton to the State Department for use in the manufacture of comforters. Slightly more than 12,000 comforters will, therefore, be available to persons certified in need of them. Arrangements are being made for the manufacture of these comforters by the WPA sewing projects. The State Department will provide findings and coverings. The Corporation gave Colorado 500 bales of raw cotton, which is enough for 5,000 mattresses, with the understanding that they would be fabricated by commercial mattress manufacturers.

#### Blankets

Since there was no bedding available for distribution in 1938, it was necessary for the State Department to purchase 3,195 pairs of woolen blankets at a cost of \$11,557.14 in order to meet urgent needs.

#### Clothing

The Federal Congress appropriated money to the WPA for the purchase of clothing from manufacturers who were over-stocked and were, therefore, unable to offer employment. Approximately 60,000 of these garments, which have no designated monetary value, have been allocated to Colorado and are being distributed through the Commodity Division of the Colorado State Department of Public Welfare.

#### Expenditures from State Funds

The following administrative expense was incurred during 1938 in the distribution of surplus commodities and was paid from the Administrative Fund of the Colorado State Department of Public Welfare:

Total .....	\$25,691.01
Traveling Expense.....	\$12,111.08
Salaries .....	9,993.54
Telephone and Telegraph.....	1,009.60
Postage .....	870.80
Stationery and Office Supplies.....	847.10
Printing and Binding.....	509.25
Miscellaneous .....	349.64

#### Expenditures of Colorado State Department of Public Welfare from the Emergency and Contingent Fund for Commodity Distribution Division

January 1, 1938-January 1, 1939

Expenditure	Amount	Total
Total .....		\$238,125.84
FOR WPA SEWING PROJECTS.....		\$115,456.46
Material .....	\$101,379.48	
Supplies and Notions.....	6,054.48	
Rent .....	4,293.00	
Light, Heat, and Power.....	1,218.45	
Building Material, etc.....	992.44	
Telephone .....	951.61	
Repairs .....	300.00	
Equipment .....	267.00	
FOR OPERATING.....		76,406.14
Freight Charges .....	\$ 52,581.81	
Warehouse Rentals.....	8,291.74	
Packaging Expense.....	7,165.43	
Cold Storage.....	2,778.55	
Light, Heat, and Water.....	1,731.24	
Printing and Binding .....	1,715.30	
Supplies .....	1,631.24	
Equipment .....	298.47	
Telephone .....	58.91	
Miscellaneous .....	153.45	
FOR WPA CANNING PLANTS.....		34,706.10
Cans .....	\$ 29,444.88	
Vegetables and Fruits.....	3,846.62	
Labels and Cases.....	1,414.60	
FOR PURCHASES FOR DISTRIBUTION....		11,557.14
Blankets .....	\$ 11,557.14	

#### Summary

As a result of the cooperation between the Federal Surplus Commodities Corporation, the Works

(Continued on page 46)

# The Service of the Civilian Conservation Corps

The state of Colorado has benefited greatly by the Civilian Conservation Corps program in the conservation work accomplished and in the service it has rendered to the young men of the state.

During the years 1937 and 1938, the County Departments of Public Welfare have had a very important participation in the work—that of deciding who should be selected for enrollment. The selection of applicants is a primary responsibility, entailing the taking of applications and determining eligibility of applicants. The efficient carrying out of this process is one of the determining factors to the success of the program. This requires balanced judgment and an evaluation of the potential enrollee which includes a careful weighing of factors involving the personality of the youth, his adaptability to camp life, his ability to do camp work, his economic situation, and his community relationships. Only by an unbiased and objective evaluation of applicants can a selecting agent choose those who will obtain the maximum good from camp experience.

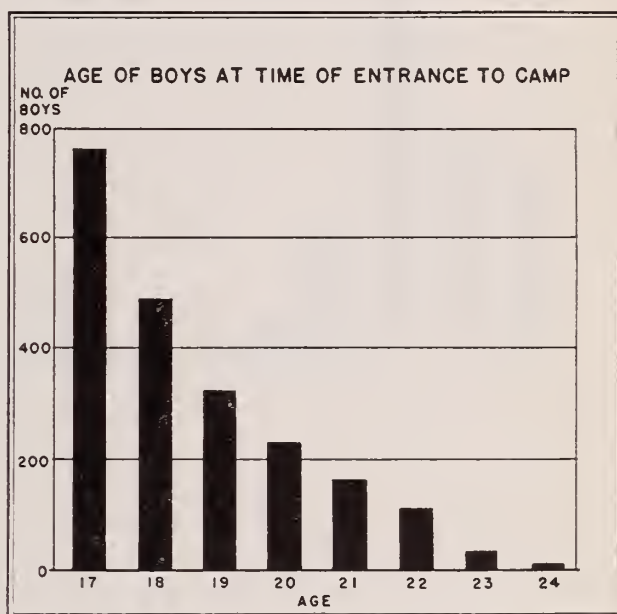
The interest of the selecting agent is not terminated by the enrollment of the youth. Administrative procedures adopted for the efficient functioning of the program demand continued interest and the exercise of further responsibility after the boy goes to camp. To appreciate fully the importance of these duties, the selecting agents acquaint themselves with camp life and camp routine through visits to the camps.

This active interest serves the additional purpose of gaining first-hand knowledge of the program to be interpreted to the community. The community has a vital interest in the CCC, not only because of the conservation work accomplished, but also because of the beneficial effects of the boys' training. Youths who go to the camps re-enter community life physically improved and equipped with new attitudes, abilities, and ambitions.

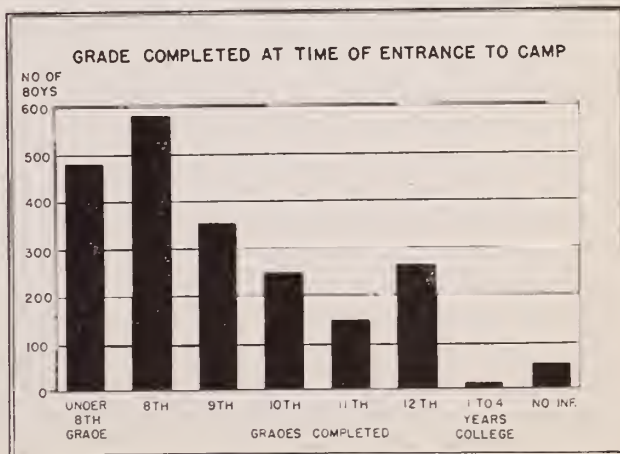
The extent of the benefits and the effects of the program are a concern of the selecting agents. They are in a unique position to evaluate for the youths and for the local communities the social benefit derived from CCC camp experience. They know the boys who are enrolled; they see them when they go to camp and when they return home; and they are in touch with them in community life. Consequently, these selecting agents are in a position to ask themselves pertinent questions: "How have John Jones and Bob Smith benefited from their CCC experience?

Are they better equipped for life in the community? What do their families think about the influence of camp life? etc." During the next year, a method of evaluating the social benefits derived from CCC experience for individual boys may be adopted.

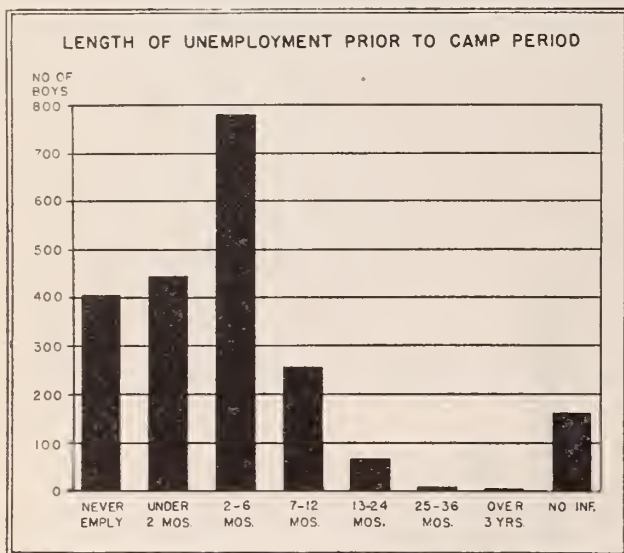
The following charts show pertinent social data regarding the 2,131 youths accepted for enrollment during 1938. The 1937 figures given in comparison were computed for the 3,158 youths enrolled during that year.



More than one-third of the youths enrolled were 17 years of age. Fifty-nine per cent were under the age of 19; 74% had not reached their twentieth birthday in 1938. In 1937, only 71% were under 20 years of age.



Twenty-two and one-half per cent of the youths enrolled during 1938 had first to seventh grade schooling; 27.3% had finished the eighth grade; 34.9% had attended high school; 12.3% had completed high school; and 0.7% had some college work. Comparing these figures with those of 1937, it is indicated that a group with more schooling is being selected for the CCC. Of the youths enrolled during 1937, 29.4% had completed the eighth grade; 29.8% had attended high school, 9.4% of whom were graduates; and 0.3% had some college training.



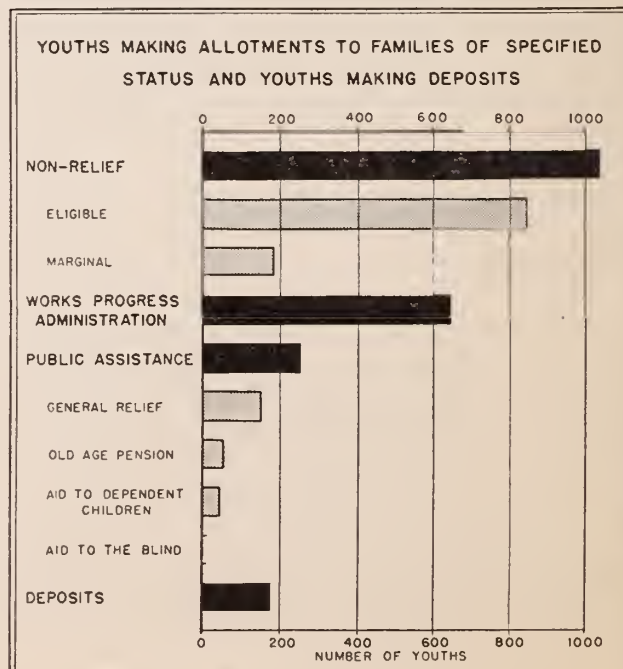
Slightly more than one-half of the youths sent forward for enrollment in 1938 had been unemployed less than six months prior to their acceptance, whereas in 1937, three-fourths had been unemployed less than six months. In 1938, 19.1% of the youths reported that they had never been employed; in 1937, the percentage was 3.3%. This variance is probably due to a more exact definition of employment used during 1938—odd jobs and part-time employment were not considered employment. In 1938, approximately 12% had been unemployed from 7 to 12 months; the percentage for 1937 was slightly less.

The above charts offer evidence that the Colorado selecting agents have recognized the Civilian Conservation Corps as a service program for youths who have just finished school and for those youths who for some reason are not attending school. It is reasonable to assume that the program affords these youths their first opportunity for work experience and an opportunity to acquire practical work habits and skills as well as general information. Youths who enter the camps discouraged, enjoy the sense of achievement derived from regular systematic work. They acquire the status of being a wage earner which affords them great satisfaction and builds up their confidence. Along with the practical training,

the educational advantages make it possible to complete elementary, high school, and advanced academic work. After employment in the CCC, these young men may approach employers with confidence and assurance, knowing that they have worked and are able to do a good job if given the opportunity.

Every youth enrolled in the Civilian Conservation Corps earns a monthly wage of \$30.00 in addition to his food, shelter, clothing, medical and dental care. By law and administrative regulation he is required to allot \$22.00 of the \$30.00 to one or more dependent members of his family or to some person to whom he is obligated. If he has no dependents, he must make a monthly deposit of \$22.00 with the Chief of Finance, War Department. Those who make deposits receive the accumulated sum when they are discharged from the Corps. In 1938, the allotments made were: to mothers or fathers, 79.6%; to brothers, sisters or other blood relatives, 11.1%; to dependents of obligation, 0.9%. Eight and four-tenths per cent of the youths were permitted to make deposits. The amount of payments to allottees and the amount of deposits made by Colorado selected juniors approximated \$640,000 for the calendar year 1938.

When applicants are equally qualified in fitness, character, and need for employment, final selections are based on priority of financial need. Preference of selection is given as follows: first, to the applicants from families receiving some type of public assistance (including wage assistance); second, to those whose families are eligible for but not receiving public assistance; and finally, to applicants whose families are less needy but are living below a normal standard because of financial limitations.



The non-relief group indicated above represents 48.9% of the families of youths enrolled; 39.8% of the families were eligible for but not receiving public assistance; and 9.1% designated above as "marginal," were less needy but were qualified to receive an allotment. Twenty-nine per cent of the families were employed by the Works Progress Administration; approximately 12% were receiving public assistance in the form of Old Age Pensions (2.7%), Aid to Dependent Children (2.3%), and General Relief (7.2%). In aggregate, approximately 82% of the youths enrolled were from families receiving or eligible to receive public assistance; 9.1% were from less needy families; and 8.4% of the enrollees were permitted to make deposits. Comparable figures for 1937 vary slightly: 89.5% were receiving or eligible to receive public assistance; 5.2% were less needy; and 5.3% were permitted to make deposits.

The social data pictured above are specific evidence that the administrators of the Civilian Conservation Corps are faithfully keeping to their appointed course of assisting out-of-school and unemployed youths to help themselves through a trying transition

period while at the same time they are giving them the satisfaction of helping their families.

**Discharge Tabulations  
Year 1938**

Type and Reason for Discharge	Total
Total.....	2,152
Honorable Discharges .....	1,688
Employment .....	295
Urgent proper call home.....	189
To return to school.....	98
Expiration term of enrollment.....	1,053
Other .....	53
Administrative Discharges .....	415
Desertion .....	293
Unwilling to abide by rules.....	29
Continued and serious misconduct...	44
Physical disability .....	20
Other .....	29
Dishonorable Discharges.....	49
Theft .....	15
Refusal to work.....	7
Other .....	27

# Veterans Administration

**A. D. Borden, Manager**  
Veterans Administration, Denver, Colorado

The Veterans Administration Regional Office located in Denver, Colorado, is charged with the responsibility of administering relief and adjudicating claims of veterans of all wars in the State of Colorado. This Regional Office is located in the Old Custom House at 16th and Arapahoe Streets.

Not even an embryonic effort can be made in limited space to discuss monetary benefits of persons who have served in the armed forces of the United States in time of war or peace, and of the dependents of those persons available under the provisions of the many laws which are being administered by the Veterans Administration. Suffice it to say that the application of the law touches upon the allowance of compensation and pension gratuities of persons as above defined and determined entitled thereto. All compensation or pension claims relating to living Colorado veterans of the World War are being adjudicated by the Veterans Administration Office in Denver, Colorado. The Central Office in Washington, D. C., adjudicates such claims of living veterans of other wars, veterans of peace time military or naval service, and of dependents of veterans of all wars.

During the fiscal year 1938, the Federal Government expended approximately \$8,841,686.00 for veterans' relief in the State of Colorado, of which \$7,165,451.00 went directly to beneficiaries in monetary benefits.

The granting of hospitalization and medical treatment to veterans of the United States military and naval service is another activity of the Veterans Administration, and to many of our veterans is all-important. Hospital treatment is authorized for veterans who served during the period of any war who were honorably discharged from their last period of war service and who are suffering with injuries or diseases incurred or aggravated in line of duty in the active military or naval service and are in need of hospital treatment for such injuries or diseases. Hospital treatment is provided for persons who were honorably discharged from the United States Army, Navy, Marine Corps, or Coast Guard for disabilities incurred in line of duty or are in receipt of a pension for a service connected disability and who are suffering with injuries or disease which were incurred or aggravated in the active service and are in need of hospital treatment of

such injury or disease. Hospital or domiciliary care for veterans who served during a period of war who were not dishonorably discharged from their last period of war service and swear that they are unable to defray the expense of hospitalization or domiciliary care, including the expense of transportation to and from a Veterans Administration Facility, and who are suffering with a disability, disease, or defect which being susceptible of cure or decided improvement indicates need for hospital care, or which being essentially chronic in type and not susceptible of cure or decided improvement by hospital care is producing disablement of such degree and of such probable persistency as will incapacitate them from earning a living for a prospective period and thereby indicates need for domiciliary care.

Application for domiciliary or hospital care must be made on Veterans Administration Form P-10 and should be executed by the applicant, nearest relative, guardian, or representative of the veteran and forwarded to the nearest Veterans Administration Facility. If the veteran is found to be eligible for admission, he will be promptly notified; if he cannot be admitted the veteran will be informed and the reason will be stated.

There is but one Government hospital under the exclusive jurisdiction of the Veterans Administration in this State—the Veterans Hospital located at Fort Lyon, Colorado. This is a neuropsychiatric hospital and cares only for veterans suffering from mental diseases. The United States Army has allocated 500 beds at the Fitzsimons General Hospital for the care and treatment of veterans. The admissions to the Fitzsimons General Hospital are under the exclusive jurisdiction of the Denver Regional Office. All veterans residing in this locality should make their applications directly to, or communicate with, the Veterans Administration Regional Office.

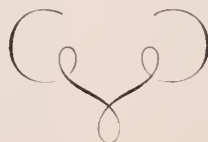
The law also provides that when death occurs in a hospital under the jurisdiction of the Veterans Administration or when the veteran is receiving domiciliary or hospital care in a Veterans Administration Facility, the body may be transported at Government expense to the place of residence, to the nearest available national cemetery, or to such other place as the next of kin may direct where the expense so incurred is not greater than the ascer-

tained cost of transportation to the place of residence or nearest available national cemetery. When death of an honorably discharged veteran of any war occurs elsewhere than in a Veterans Administration Facility, the Veterans Administration may pay a sum not exceeding \$100.00 for preparation of the body, burial, funeral expenses, and transportation of the body to the place of burial. No payment or reimbursement for burial, funeral, and transportation expenses can be allowed unless a claim therefor is filed within one year subsequent to the veteran's burial and is perfected within one year from the date the Veterans Administration requests supporting evidence.

Burial flags may be issued by any county seat post office or field office of the Veterans Administration on application made by relatives or undertakers who desire to secure an American flag with which to drape the casket of an honorably discharged war veteran, and afterward will be given to the next of kin. Reimbursement will not be made for burial flags privately purchased by relatives, friends, or other parties, nor will flags be issued to undertakers, organizations, or individuals to replace flags loaned or donated by them.

Opportunity should be taken to state that the office at Denver, Colorado, handles the selection of all war veterans who desire enrollment in the Colorado Veterans' Contingent of the Civilian Conservation Corps. Publicity in advance of each enrollment is released so as to give any person desiring enrollment an opportunity to do so; likewise, inquiries in these respects directed to Denver, Colorado, will be promptly answered.

Should any case arise indicating an entitlement under any law which is being administered by the Veterans Administration, inquiry should be made to the office having jurisdiction of the question involved. If there be doubt as to the proper office, it is safe to say that any inquiry addressed to the Denver office will be immediately disposed of by direct answer or by proper reference to the office which should administratively handle the matter. Every effort is being made by the Veterans Administration to dispense with delay, and to improve constantly the quality of service rendered under existing legislation.



# Book Review

**Your Community, Its Provision for Health, Education, Safety and Welfare.** By Joanna C. Colcord. Russell Sage Foundation, 130 East 22nd Street, New York. Pub. Jan. 4, 1939, 249 pages. Price \$0.85.

"Your Community" will be recognized as an outstanding contribution to the literature on public welfare. It meets a timely and pressing need for a means of creative educational assistance to inform persons about the currently more extended governmental responsibilities, about community administrations and organizations, and about forces and resources related to political and social action.

The outline of this book suggests a type of information which might be assembled in order to have first-hand knowledge of the local community machinery related to provisions for health, education, safety, and welfare. It supplies reading lists and cross references which provide a non-technical guide to standards or bases of comparison that the readers may have a background from which to attack the problems of supplying community lacks and improving community services. Its format is such that it will serve to promote a spirit of inquiry and make more citizens intelligently conscious of their common responsibilities.

This volume would be a worth-while addition to the libraries of public and private welfare officials; the former would find it useful as a basis for instruction for workers in training and an instrument to make staff members conscious of their limitations and need for study. Members of civic clubs, forums, women and parent-teacher associations, high school and college classes, graduate students and students preparing for definite careers in the areas it describes are reported to be the persons kept principally in mind as the text was being written.

The reader will conceive a general idea of the scope of coverage through the chapter titles which follow:

Community Setting, Founding and Development; Local Government; Provision for Dealing with Crime; Provision for Public Safety; Workers, Wages, and Conditions of Employment; Housing, Planning and Zoning; Provision for Health Care; Distribution of Health Care; Provision for the Handicapped; Educational Resources; Opportunities for Recreation; Religious Agencies; Public Assistance; Special Provisions for Family Welfare; Special Provisions for Child Care; Foreign-born and Racial Groups; Agencies for Community Planning and Co-ordination.

The following excerpts and questions from selected chapters will indicate the nature of content:

## Local Government

In studying a community in relation to its health, education, safety, and welfare, it will not be necessary to study all functions of government in great detail. The form of government, the powers assigned to it, and its methods of securing, appropriating, and disbursing funds are important factors to be ascertained.

Does your city follow the "pay-as-you-go" policy? Is there a legal limit of bonded indebtedness? What limit? What is your community's outstanding debt per capita?

How often are the accounts audited? By public officials, or by an outside agency? Is publicity given to the audit?

Have any special studies of the community's accounts been made within the last five years? With what results?

## Provisions for Dealing with Crime

During recent years there has been a nationwide wave of interest in the detection and punishment of crime by adult offenders. Not nearly so much public interest is aroused in the **prevention** of crime. This leads a community to self-examination and self-criticism which only one that is alert and progressive is willing to face. There is a widespread belief that the foreign-born contribute a disproportionate number of offenders with whom the law must deal. Studies that have been made quite generally show that the reverse is true, and that American-born criminals (including, of course, American-born of foreign parents) far outnumber the foreign-born in proportion to their number in population. Probation, which was first developed for juvenile offenders, has been extended in many communities to adult offenders as well. In cases which might respond to such treatment, reformation through supervision in normal community life is believed by many authorities to be more efficacious and less of a financial burden on the community than incarceration. Conditions in local jails and prisons are frequently one of the darkest blots on our American communities.

Are any children under eighteen being held in jail?

What work do prisoners do? If kept indoors, do they have any opportunities for exercise and fresh air?

### Provisions for Health Care

Not only prevention and cure of disease, but the positive attainment and preservation of health for the population, is the goal of modern health agencies. . . .

What treatment is available for children who appear to be undernourished? Is there a nutrition clinic? What efforts are made to correct faulty food habits, instruct children and parents in the principles of nutrition? Is milk provided? Free or at cost?

What do the reports of the school hygiene department show as to (a) improvement in health, (b) improvement in school progress, of children who have received special health care in school?

What can you learn from your state or local Social Hygiene Association about deaths which should be attributed to syphilis for which some other cause appears on the certificate? Prevalence of insanity probably attributable to untreated syphilis? Of still births, sterility, due to venereal disease?

### Religious Agencies

Health, welfare, and education were all originally functions of the churches. Examples can be found in most urban communities of religious agencies still operating in all three of these fields; and non-sectarian agencies, both public and private, look to the churches and their congregations for co-operation, understanding, and sympathetic support for their programs.

What churches employ nurses, social workers, deaconesses, or parish visitors, to visit in the homes?

Is co-operation between religious and lay agencies such that the lay agencies call readily upon the churches for the spiritual ministries when they seem especially needed; and do the churches understand how and when to call upon social agencies for the services they are equipped to render?

Are there theological seminaries in your community? What training do they give in social

and community welfare? Is supervised field work given the students? Under what auspices?

### Public Assistance

Public assistance is the modern term for what was formerly called "public relief". Many thoughtful commentators have remarked that the "relief problem" is among the most serious difficulties which face America today. It may even prove to be our most serious problem of government. In this statement lies the justification for presenting here a discussion of the subject which is admittedly long, detailed, and difficult to follow through.

What was the budget submitted by your department of public welfare for each of the past five years? Actual expenditures, by divisions, for (a) administration and service, (b) assistance?

How much was appropriated from local funds? How much from other governmental units? What was the per capita cost, the proportion of total public expenditures, spent for public welfare last year?

Are cases assigned to workers (a) according to geographical areas, (b) according to type of problems presented, (c) according to statutory provisions concerning type of assistance for which they are eligible?

What is the average time elapsing between time of application and time first assistance is granted?

Is assistance given on a budgetary basis? What items are covered in estimating family budgets?

How does the department of public welfare compare with other departments (such as education, police, fire) in salary scales and conditions of employment, such as paid vacations, sick-leave, leave for study purposes, promotion, retirement allowances, dismissal, right of appeal?

The public welfare worker may be made conscious of personal limitations and the need for study by reading just a few of the 1,450 questions embodied in the text. They can be used to incite citizens to further explorations and to create a desire for active interest in the social machinery and problems of the community. Community cooperativeness and community self-reliance are vital to a democratic government and the outstanding need of the moment.

T. F. K.

## Division of Tuberculosis

(Continued from page 36)

cases that were hospitalized prior to January 1, 1938, who have continued to receive pneumothorax treatments during 1938. One of the seven cases listed as receiving thoracoplasty had the first stage of the operation performed in 1937.

The voters, at the General Election November 3, 1936, adopted a law providing the sum of \$50,000.00 yearly for public assistance to indigent residents who are afflicted with tuberculosis. The funds thus provided became available on July 1, 1937.

Due to lack of sufficient funds, it became necessary for the Division of Tuberculosis to discontinue, for the month of December, 1938, its approval of applications for hospitalization under this program. Thirteen applications which were received were placed in a pending file until funds are made available and hospitalization can be resumed. All of these cases are in urgent need of hospitalization and proper care.

## Surplus Commodities

(Continued from page 39)

Progress Administration, and the State Department of Public Welfare, 5,000 needy persons were employed in canning, sewing, and in various capacities in the distributing of surplus commodities. Beneficial results have been evidenced in the more than 21,000 school children who were served nourishing hot lunches. Food, clothing, and household articles were distributed monthly during 1938 to an average of 19,185 families with 75,995 persons. The primary objective has, thereby, been accomplished, inasmuch as those surplus commodities, which would otherwise have been a burden on the market, were given to needy persons in the state.

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