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Colorado

State Department of Public Welfare

Quarterly Bulletin

Vol. 3 January, February, March, 1939 No. 1



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

Colorado
State Department of Public Welfare
 Quarterly Bulletin

Vol. 3

January, February, March, 1939

No. 1



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





Honorable Ralph L. Carr
Governor of Colorado



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**COLORADO
STATE DEPARTMENT OF PUBLIC WELFARE**

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TABLE OF CONTENTS

	Page
Frontispiece—Honorable Ralph L. Carr, Governor	
Articles	
Farm Security Administration	1
Old Age Pensions.....	7
Aid to Dependent Children.....	13
Child Welfare Division.....	16
Introducing: The Supervisor of Training and the District Consultants of the Child Welfare Division of the Colorado State Department of Public Welfare	18
Aid to the Blind.....	21
General Assistance.....	22
The CCC Selection Division.....	23
Division of Tuberculosis.....	26
Surplus Commodities	27
The Need of Case Work in a Public Relief Agency, by Ellery F. Reed.....	28
Tables	
Table I—Receipts, Expenditures, and Unobligated Balances—January 1, 1939, to March 31, 1939.....	3
Table II—State and Federal Funds Allotted to Counties for Welfare Purposes—January, February, and March, 1939.....	4
Table III—Old Age Pension Fund—Analysis of Revenues and Expenditures—January 1, 1939, to March 31, 1939.....	5
Table IV—Individuals Receiving Old Age Pension in January, 1939.....	6
Table V—Old Age Pension Statistics—January, February, and March, 1939.....	7
Table VI—Aid to Dependent Children Recipients—Average Award—March, 1939, Compared with December, 1938.....	11
Table VII—Aid to Dependent Children Statistics—January, February, March, 1939.....	13
Table VIII—Aid to the Blind Statistics—January, February, March, 1939.....	21

Farm Security Administration

C. H. Willson, Regional Director
Farm Security Administration, Denver, Colorado

It has been possible for the Government to aid more than one million destitute farm families in the United States, many of whom had lost their land, their savings, and their farm equipment, and lacked sufficient food and clothing. The depression has not been the sole cause of their difficulties; nevertheless, it has aggravated rural poverty and has made the need for action more acute. Even a cursory survey shows that the problem grows out of deep-rooted maladjustments in our rural economy. These include adverse price disparities, careless and unscientific tillage practices, unsound tenure systems, a heavy burden of debt, wastage of our farming capital by soil erosion, and farms that are too small to provide a living.

There were two possible methods of handling the situation: (1) to support needy farm families indefinitely on a direct dole; and (2) to help them to climb back to a self-supporting status by means of a minimum of financial aid and technical guidance. The first course would have meant a heavy and permanent drain on the Federal Treasury and would have demoralized a large part of our farm population without touching the roots of the problem. The second method promised to be largely self-liquidating, to transform relief families from liabilities into national assets, and to be at least an approach toward a permanent solution. The latter was adopted as the foundation of our rural relief policy.

Entrusted originally to the Resettlement Administration, the program is now the responsibility of the Farm Security Administration. It makes loans to needy farm families who cannot obtain credit from any other source and accompanies the loans with enough training in farming to insure the best possible use of the money.

Three general types of loans are made by the Farm Security Administration.

1. Rehabilitation loans are made to farmers who rent or own land adequate to provide a living for their families, or to those who are able to round out their acreage to an approved extent.

2. Resettlement loans are made to farm families whose land is not capable of yielding an adequate living. These families are assisted in moving to farms in other areas where the farms are good enough and large enough to insure economic independence.

3. Tenant Purchase loans under the Bankhead-Jones Act are made to capable share-croppers and

tenant farmers who have been unable to accumulate sufficient capital to finance the purchase of homesteads.

In addition to loans, direct grants are made to destitute farm people who are located on non-productive farms and who cannot lease adequate acreage to provide a living. This assistance is given only until these families rent farms on which they can gain permanent rehabilitation.

Farm and home operation plans which are the result of careful adaptation of sound general principles accompany all Farm Security Administration loans. They are prepared by the farmer and his wife, with the assistance of well-trained county supervisors and home management supervisors, to meet the individual needs of their family. When a family applies for a loan, the county and home management supervisors cooperate in analyzing its resources. On the basis of this analysis, the family ascertains what it needs in order to become self-supporting, i.e., whether it needs more or better land, improved farming practices, more equipment, or thriftier management. A plan is then worked out to meet these needs. Insofar as possible, plans generally provide for production of home-grown vegetables, fruit, meat, poultry, eggs, and milk for the family's use. They also provide for ample pasture, forage, and grain for subsistence livestock and for production of sufficient cash crops which will meet operating expenses and will allow for repayment of the Farm Security loan and other obligations. Loans are then made to include the purchase of livestock, seed, or equipment needed to put the plans into operation.

Families securing Farm Security loans keep farm and home record books in which they enter the production and consumption of farm products in addition to all cash income and expenditures. Analyzed at the end of the year, these records are the basis for revision of plans for the next year. County and home management supervisors continue their counsel and technical aid to farm families throughout the year. Instruction is given, both on the individual farms and in group meetings, in developing farm and home plans and in keeping records. Advice also is given in technical phases of crop and livestock production, food production and preservation, health and sanitation, and similar subjects.

A recently completed survey clearly indicates the value of this system of farm and home planning.

Since its establishment in Colorado, the Farm Security Administration has aided in one way or another 8,164 families, or 18 per cent of the total farming population in Colorado included in Region X. The 14 southeastern counties in the state, or Region XII, were not included in this survey. Approximately 6,000 farm families in the state are cooperating at present with the Farm Security Administration's rehabilitation program. Those on the program in 1938 but not in 1937 increased their average net worth 13 per cent during the year despite the sharp decline in 1938 agricultural price levels. In 1938, these families farmed 34 per cent more acreage; land planted to feed for livestock increased 31 per cent; and space for gardens increased even more. In 1937, these farmers averaged 4.2 cows each; in 1938, each had an average of 7.8 cows, or an increase of 85 per cent. In 1937, there was an average of less than one sow for each family, and in 1938, there was an average of 2.2 sows, or an increase of 122 per cent. The number of poultry advanced from 42 hens per farm in 1937 to 74 in 1938—an increase of 78 per cent. There was a corresponding increase in food produced on the farms for home consumption. Milk used at home increased 38 per cent, eggs—15 per cent, and meat—39 per cent. Housewives canned 45 per cent more fruits and vegetables in 1938 than in 1937 and stored 25 per cent more potatoes and other root vegetables. Approximately 60 per cent of all food used by these families was produced on their own farms.

Farm Security Administration borrowers are also meeting their obligations to the Federal Government. Loans totaling \$6,246,418.00 have been made to Colorado farmers and despite unfavorable crop and price conditions in the last few years, 26 per cent of the principal has been repaid. Repayments are even more impressive than the high percentage indicates when it is considered that most loans are made on a three- to five-year basis, and that repayments are not yet due on a large part of the money advanced.

Since insecurity of occupancy may retard or defeat efforts to rehabilitate a farm family, the Farm Security Administration has a definite interest in the tenure arrangements of each applicant for a rehabilitation loan. It generally requires that the borrowers have written leases which assure equitable tenure arrangements and reasonable security of occupancy.

Functioning as part of the rural rehabilitation program, county farm-debt-adjustment committees composed of well-informed local men act as a medium through which the farmers and their creditors meet in order to reach a voluntary agreement on the adjustment of exorbitant debts. Each farm debtor is expected to meet his obligations to the limit of his

capacity. In many cases, no reduction is necessary, and adjustment may consist merely of an equitable repayment plan or a reduction of interest rate. As a result of these adjustments, creditors receive satisfactory settlement of long overdue accounts, back taxes are paid, and the farmer can face the future with the hope that he will eventually be able to clear up his back indebtedness. Farm debt adjustment services are available to any farmer overburdened with debt. In Colorado, excluding the 14 southeastern counties which are in Region XII, debts of 702 Farm Security Administration borrowers and 96 non-borrowers have been adjusted. Their indebtedness prior to adjustment amounted to \$2,728,184.00 and after adjustment, \$1,787,947.00, or a reduction of more than 34 per cent. As a result of these voluntary negotiations, back taxes amounting to \$44,135.00 were paid.

Supervisors have found a direct relationship between the health of farm families and their ability to become rehabilitated. The Farm Security Administration is conferring with state and local medical associations on rural health problems in an effort to work out cooperative plans whereby low-income farm families will have medical care at a cost commensurate with their ability to pay. The plan is designed to protect farm families against the financial drain which often results from an extended illness and to prevent disease through education.

Substantial progress has also been made in Colorado in the utilization of community and cooperative services as an aid to rehabilitation. When such facilities and services as heavy machinery and improved livestock breeding cannot be economically justified on the basis of individual use, they may be purchased through Farm Security Administration loans for the use of a group. Loans have been made in Colorado to individuals or groups of individuals for such facilities as tractors, combines, plows, harrows, mowers, cultivators, grain drills, and other types of farm equipment for group use. Livestock improvement services, irrigation reservoirs, fruit and vegetable purchasing cooperatives, and other facilities are also available through Farm Security financing to families living in the same neighborhood. In addition to loans for the group purchase of facilities, loans are made to individuals to finance their participation in new or existing cooperative associations which will aid them.

Two Farm Security Administration resettlement projects have been established in Colorado for resettlement of farm families who were unable to make a living on submarginal land. The Western Slope Farms Project is located in Mesa and Delta Coun-

(Continued on Page 20)

Table I.

RECEIPTS, EXPENDITURES, AND UNOBLIGATED BALANCES

January 1, 1939, to March 31, 1939

UNOBLIGATED BALANCE, JANUARY 1, 1939.....		\$ 1,570,154.39
RECEIPTS:		
Sales Tax	\$ 1,605,829.96	
Liquor Taxes	497,980.35	
Use Tax	126,173.74	
Inheritance Taxes (10%)	24,472.36	
Incorporation Fees (10%)	194.32	
Recoveries, Old Age Pensions.....	4,852.57	
License Fees, Cities and Towns (Liquor).....	21,964.50	
Appropriations	398,125.56	
Federal Grants-in-Aid	1,791,245.67	
Miscellaneous Refunds	198.94	
Total Receipts		<u>4,471,037.97</u>
TOTAL BALANCE AND RECEIPTS.....		\$ 6,041,192.36
EXPENDITURES:		
Old Age Pensions (including Burials).....	\$ 3,376,944.14	
Aid to Dependent Children.....	276,211.90	
Aid to the Blind (including Burials and Treatment).....	39,403.19	
Child Welfare Services, State Expense.....	5,543.14	
Child Welfare Services, Federal Expense.....	4,165.52	
Allotments for Unemployable Relief.....	587,768.59	
Purchase and Distribution of Surplus Commodities.....	50,592.49	
Tuberculosis Expenditures.....	14,098.14	
State Administrative Expense	36,479.18	
State's Share of County Administrative Expense.....	106,376.57	
Transfers to General Fund.....	* 96,820.34	
Total Expenditures		<u>4,594,403.20</u>
UNOBLIGATED BALANCE, MARCH 31, 1939.....		** \$ 1,446,789.16

*This amount represents the remainder of the fifteen per cent (15%) of Sales, Liquor, and Use Tax after the appropriations for Aid to Dependent Children, Aid to the Blind, Child Welfare Services, and Emergency and Contingent are met, which is transferred to the General Fund to meet partially the appropriation for General Relief.

**This amount includes March receipts in the Old Age Pension Fund which will be used to pay April Old Age Pensions.

Table II.

STATE AND FEDERAL FUNDS ALLOTTED TO COUNTIES FOR WELFARE PURPOSES

January, February, and March, 1939

Counties	Unemployable Relief	Old Age Pensions	Aid to the Blind	Aid to Dependent Children	Public Welfare Administration	Tuberculosis Aid	Total
Adams	\$ 7,637.00	\$ 46,287.47	\$ 505.25	\$ 4,674.19	\$ 1,417.26	\$ 103.22	\$ 60,624.39
Alamosa	4,348.50	20,145.73	252.75	1,289.33	383.03		26,419.34
Arapahoe	13,309.00	89,992.67	999.64	9,886.34	2,195.48	640.27	117,023.40
Archuleta	2,032.50	13,778.01	67.50	240.00	532.60		16,650.61
Baca	4,890.50	28,967.22		1,781.66	1,189.65	28.50	36,857.53
Bent	3,882.00	28,581.15	427.50	1,385.34	1,138.00	148.07	35,562.06
Boulder	17,194.50	102,055.54	1,132.86	7,410.66	3,753.83	1,310.71	132,858.10
Chaffee	5,497.50	28,169.37	432.00	2,642.66	894.23		37,635.76
Cheyenne	1,381.50	14,091.75	218.25	589.34	495.08		16,775.92
Clear Creek	1,941.00	8,912.38	281.25	961.33	380.04		12,476.00
Conejos	5,220.00	38,567.58	345.00	1,400.66	915.95	139.68	46,588.87
Costilla	5,410.00	23,543.76	325.12	552.81	1,107.12		30,938.81
Crowley	2,425.00	18,821.90	227.25	1,333.99	576.00	230.38	23,614.52
Custer	616.50	11,045.44	540.00	480.00	274.46		12,956.40
Delta	4,683.50	57,028.61	996.94	4,636.77	1,595.25	461.99	69,403.06
Denver	198,300.21	913,156.62	8,315.51	87,130.00	29,038.69	1,727.53	1,237,668.56
Dolores	1,027.00	5,601.34	45.00	517.01	230.82		7,421.17
Douglas	1,511.00	9,752.75	199.12	1,406.00	421.58		13,290.45
Eagle	2,052.50	13,419.71		1,220.83	352.42		17,045.46
Elbert	1,772.50	16,367.36	56.25	1,501.33	704.66		20,402.10
El Paso	27,050.50	194,525.58	2,486.59	11,280.07	5,025.50	1,077.57	241,445.81
Fremont	14,000.00	83,253.79	1,042.86	5,013.48	1,494.34	53.57	104,858.04
Garfield	4,253.00	37,480.31	561.75	2,809.03	1,235.47	114.11	46,453.67
Gilpin	1,400.00	5,364.75		546.01	291.98		7,602.74
Grand	1,025.50	7,313.95	258.75	204.00	369.40		9,171.60
Gunnison	3,410.50	12,144.50	100.88	1,070.01	561.50		17,287.39
Hinsdale	448.00	1,134.16		30.00	60.00		1,672.16
Huerfano	19,125.00	73,324.95	742.50	90.00	2,640.82		95,923.27
Jackson	335.50	3,084.22		364.01	125.54		3,909.27
Jefferson	13,578.00	75,142.41	1,812.38	9,137.34	1,747.10	275.16	101,692.39
Kiowa	2,628.50	14,086.54	88.23	757.66	628.22		18,189.15
Kit Carson	4,105.00	42,039.23	202.50	2,631.34	1,109.96		50,088.03
Lake	3,920.00	11,283.05	258.75	817.33	386.39		16,665.52
La Plata	5,210.00	48,877.50	628.68	2,139.34	1,235.20	36.70	58,127.42
Larimer	18,757.00	129,679.75	1,125.00	9,622.67	4,824.40	316.58	164,325.40
Las Animas	28,000.00	125,969.23	2,902.50	6,861.99	4,477.24	545.46	168,756.42
Lincoln	3,246.00	26,509.15	355.50	1,607.66	852.32	113.67	32,684.30
Logan	7,273.50	42,807.04	762.00	3,390.00	1,174.58		55,407.12
Mesa	5,018.50	82,538.03	1,263.01	2,365.33	2,219.98	1,039.33	94,444.18
Mineral	410.50	2,252.94		90.00	112.50		2,865.94
Moffat	2,203.00	15,691.53	22.50	979.50	436.74		19,333.27
Montezuma	4,069.50	26,928.91	292.50	1,728.00	613.40	127.45	33,759.76
Montrose	4,138.50	48,518.55	474.75	1,547.33	631.05		55,310.18
Morgan	6,918.50	52,023.27	580.50	5,470.66	1,003.03		65,995.96
Otero	10,559.00	69,441.31	1,149.75	6,474.00	3,167.52	720.25	91,511.83
Ouray	1,065.00	8,466.95	135.00	858.67	190.12		10,715.74
Park	650.00	8,978.21		358.17	355.68		10,342.06
Phillips	2,726.00	15,778.56	131.25	1,191.34	267.45		20,094.60
Pitkin	1,623.00	9,285.76	190.13	638.00	298.34		12,035.23
Prowers	8,124.50	44,430.66	630.00	5,584.06	1,757.59	891.94	61,418.75
Pueblo	43,381.38	193,625.14	3,313.50	14,224.33	6,217.50	1,107.15	261,869.00
Rio Blanco	1,100.00	9,382.35		889.55	365.48	27.89	11,765.27
Rio Grande	5,168.00	30,269.46	340.88	1,635.61	896.15	145.67	38,455.17
Routt	2,146.50	27,351.72	236.25	2,642.00	799.46		33,175.93
Saguache	1,756.50	18,908.35	67.50	678.34	511.23		21,921.92
San Juan	840.00	2,965.35		234.00	231.50		4,270.85
San Miguel	1,530.50	8,929.40	247.50	180.00	303.66	144.22	11,335.28
Sedgwick	1,511.50	14,699.22	45.00	1,169.99	345.67		17,771.38
Summit	783.00	5,361.33		192.00	239.97		6,576.30
Teller	3,208.00	21,886.83	389.25	706.01	603.26	71.08	26,864.43
Washington	3,452.50	28,022.99	337.50	2,703.00	831.63		35,347.62
Weld	29,110.00	168,433.25	1,461.00	17,407.63	6,516.67	1,597.82	224,526.37
Yuma	4,893.50	41,903.46	382.50	3,021.33	1,300.07	221.30	51,722.16
TOTALS	\$ 589,285.59	\$ 3,378,380.00	\$ 40,386.33	\$262,380.44	\$106,051.76	\$ 13,417.27	\$ 4,389,901.39

Table III.

OLD AGE PENSION FUND
ANALYSIS OF REVENUES AND EXPENDITURES

January 1, 1939, to March 31, 1939

BALANCE ON HAND JANUARY 1, 1939.....												\$1,185,446.88
REVENUES:												
State Revenues:												
January	\$ 491,186.36	\$147,923.64	\$ 6,760.98	\$ 3,013.04	\$ 55.57	\$ 382.50	\$ 649,322.09					
February	410,849.52	116,327.35	36,966.30	8,924.94	64.71	16,575.00	589,707.82					
March	394,671.81	137,868.14	58,158.01	11,310.77	64.31	5,007.00	607,080.04					
	<u>\$1,296,707.69</u>	<u>\$402,119.13</u>	<u>\$101,885.29</u>	<u>\$23,248.75</u>	<u>\$ 184.59</u>	<u>\$21,964.50</u>	<u>\$1,846,109.95</u>					
Recoveries and Adjustments.....												2,541.08
Federal Grants-in-Aid												1,549,260.03
Total Revenues												<u>3,397,911.06</u>
TOTAL BALANCE AND REVENUES												<u>\$4,583,357.94</u>
EXPENDITURES:												
January												
February												
March												
Total Expenditures												<u>\$3,376,944.14</u>
BALANCE ON HAND, MARCH 31, 1939												<u>\$1,206,413.80*</u>

*This includes the sum of \$562,294.66 Federal Funds to be used in matching State Funds for the quarter April 1 to June 30, 1939, and the balance represents the March, 1939, income to be used in making April, 1939, payments for Old Age Pensions and Burials.

PENSION PAYMENTS

	State Funds	Federal Funds	Total Funds
Pensions Only**	\$1,920,409.47	\$1,429,355.33	\$3,349,764.80
Per cent	57.33	42.67	100.00

**This is for Pension Payments only, and does not include Burial Expense, which is paid entirely by the State.

Table IV.

INDIVIDUALS RECEIVING OLD AGE PENSION IN JANUARY, 1939
Number in Class A and Class B—Recipients Awarded Maximum Payment
Per Cent of Total Awarded Maximum
By Counties

Counties	Recipients			Recipients Awarded Maximum			Maximum Awarded Per Cent
	Total	Class A	Class B	Total	Class A	Class B	
TOTAL	37,960	34,890	3,070	15,106	14,006	1,100	39.8
Jackson	33	30	3	18	17	1	54.5
Denver	10,468	9,753	715	5,509	5,156	353	52.6
Kit Carson.....	424	413	11	223	219	4	52.6
Morgan	538	505	33	273	259	14	50.7
Phillips	171	163	8	85	85	0	49.7
Bent	303	288	15	140	137	3	46.2
Prowers	469	442	27	214	197	17	45.6
Hinsdale	11	9	2	5	5	0	45.5
Chaffee	296	254	42	134	122	12	45.3
Cheyenne	146	145	1	66	66	0	45.2
Summit	58	50	8	26	24	2	44.8
Routt	303	272	31	135	118	17	44.6
El Paso.....	2,147	2,002	145	939	884	55	43.7
Eagle	146	129	17	62	56	6	42.5
Sedgwick	153	149	4	64	62	2	41.8
Moffat	167	163	4	68	66	2	40.7
San Juan.....	32	30	2	13	12	1	40.6
Rio Blanco.....	102	86	16	41	37	4	40.2
Baca.....	295	288	7	118	118	0	40.0
Larimer	1,423	1,311	112	560	510	50	39.4
Arapahoe	1,013	946	67	395	367	28	39.0
Logan	471	449	22	183	174	9	38.9
Huerfano	760	618	142	284	234	50	37.4
Grand	81	76	5	30	27	3	37.0
Fremont	927	827	100	339	312	27	36.6
Ouray	93	82	11	34	32	2	36.6
Pueblo	2,202	2,029	173	806	747	59	36.6
Kiowa.....	148	140	8	54	52	2	36.5
Yuma.....	457	435	22	167	161	6	36.5
La Plata.....	542	501	41	195	177	18	36.0
Las Animas.....	1,355	1,206	149	481	429	52	35.5
Washington	297	284	13	102	100	2	34.3
Weld.....	1,855	1,680	175	634	569	65	34.2
Rio Grande.....	337	298	39	115	98	17	34.1
Custer	116	97	19	39	35	4	33.6
Crowley.....	195	189	6	64	64	0	32.8
Gilpin	59	54	5	19	16	3	32.2
Boulder	1,201	1,101	100	383	359	24	31.9
Mineral	22	21	1	7	7	0	31.8
Mesa	982	927	55	304	285	19	31.0
Montezuma.....	306	282	24	94	84	10	30.7
Delta.....	690	604	86	209	179	30	30.3
Montrose	555	489	66	168	147	21	30.3
Clear Creek	107	93	14	32	29	3	29.9
Garfield	429	399	30	128	119	9	29.8
Alamosa	236	214	22	69	60	9	29.2
Archuleta	150	132	18	43	35	8	28.7
Otero	796	754	42	221	213	8	27.8
Teller	241	210	31	66	61	5	27.4
Adams	539	511	28	146	135	11	27.1
San Miguel.....	101	86	15	27	23	4	26.7
Elbert	183	173	10	48	46	2	26.2
Jefferson	911	835	76	231	213	18	25.4
Lincoln	282	275	7	71	69	2	25.2
Douglas	122	99	23	30	25	5	24.6
Saguache	219	194	25	46	42	4	21.0
Dolores	66	62	4	11	10	1	16.7
Gunnison	144	128	16	23	20	3	16.0
Pitkin	109	95	14	16	9	7	14.7
Conejos	422	341	81	52	49	3	12.3
Lake	131	112	19	14	12	2	10.7
Costilla	313	270	43	25	23	2	8.0
Park	110	90	20	8	8	0	7.3

Old Age Pensions

By the integration of Federal, state, and county functions, the Old Age Pension program has progressed in Colorado with more than moderate accomplishments over a period of three complete years. Social welfare in relation to the aged comprises not merely a monthly cash allowance, but a recognition of the problems of old age and an attempt to deal with these problems constructively.

Investigation of the needs of applicants, determination of eligibility for aid, authorization of the

amount of allowances, periodic reinvestigation of the recipients' needs, and the extending of case-work services are all responsibilities of the County Departments of Public Welfare. The State Department of Public Welfare, the disbursing agency for state and Federal funds, is responsible for framing and putting into operation those rules and regulations which enable the counties to maintain eligibility for state and Federal funds.

Table V.

OLD AGE PENSION STATISTICS

January, February, and March, 1939

Applications

Pending—December 31, 1938.....	955
Received during January, February, and March, 1939.....	1,957
Total	2,912
Disposed of during the quarter.....	2,152
1. Assistance granted	(79.9%) 1,720
2. Assistance not granted.....	(20.1%) 432
A. Voluntary withdrawal	35
B. Applicant deceased	11
C. Denied	386
a. Residence requirements not met.....	97
b. Age requirements not met.....	78
c. Personal property excess \$250.00.....	60
d. Real property (not home) excess \$500.00.....	47
e. Sufficient resources	42
f. Transferred property	18
g. Moved out of county.....	14
h. Citizenship requirements not met.....	12
i. Not a registered voter (Class B only).....	5
j. Relatives support	3
k. In need of continuing institutional care.....	1
l. Miscellaneous	4
m. Not stated	5
Pending at the end of March.....	760

Cases Under Care

Continued from December, 1938.....	38,142
Added during January, February, and March, 1939.....	1,720
Total	39,862
Closed during the quarter.....	1,001
Reasons for closing	
1. Death	703
2. Became self-supporting	75
3. Real property (not home) excess \$500.00.....	42
4. Moved to another state.....	34
5. Personal property excess \$250.00.....	33
6. Admitted to public institution.....	28
7. Relatives support	27
8. Ineligible for original grant.....	20
9. Admitted to voluntary institution.....	5
10. Moved to another county in state.....	4
11. Miscellaneous	22
12. Not stated	8
Continued to April, 1939.....	38,861

On December 31, 1938, there were 955 pending Old Age Pension applications in the files of the County Departments of Public Welfare. During the quarter, 1,957 applications, representing new requests and reapplications for assistance, were filed, making a total of 2,912 applications. Disposition was made of 73.9 per cent, or 2,152, leaving 760 awaiting disposition at the end of the period. Formal approval for assistance was given 1,720, or 79.9 per cent; 432, or 20.1 per cent were disallowed. Of the latter group, 386 persons failed to meet one or more of the eligibility requirements and were denied assistance on this basis. On the table the reasons for denial are listed in the order of their numerical magnitude. One-fourth of those denied failed to meet residence requirements, and an additional 20.2 per cent were unable to fulfill age requirements. The number who failed to meet residence requirements was almost equally divided between Class A and Class B applicants although the total number of Class A denials was approximately triple the number of Class B denials; this requirement was the basis for 41.4 per cent of Class B denials. Approximately two-thirds of the Class B denials were based on residence and age requirements. Resources, comprising personal or real property or income, were the basis for the ineligibility of an additional 149, or 38.6 per cent, of those applicants who were disallowed Old Age Pensions. In an attempt to qualify for Old Age Pensions, 18 applicants had transferred property

and were thereby ineligible; 14 applicants moved out of the county in which application was made; and 12 applicants failed to meet citizenship requirements. The number of Class B applicants denied because they were not registered voters in the last general election prior to application for Old Age Pension is decreasing. There were only five during this period. This requirement does not apply to persons 65 years of age and over. The reasons for denying the remaining applicants are shown in the table.

The addition of 1,720 cases and the closing of 1,001 cases during the period resulted in an increment to the case load of 719 cases—an increase of 1.9 per cent over the 38,142 reported in December, 1938, or a total of 38,861 at the end of March, 1939.

Death was the predominant reason for discontinuing awards and accounted for 70.2 per cent of the cases closed during the quarter. Other means of support or ownership of real or personal property in excess of the amount allowed were the bases for closing 177 cases. Thirty-eight recipients were taken from the rolls because they moved to another county or state; and 33, in need of continuing institutional care, were admitted to public or voluntary institutions. The County Departments, after continued investigation, found it necessary to close 20 cases (2 per cent) because of the recipient's ineligibility for the original grant. The remainder of the cases were closed for miscellaneous reasons.

RECIPIENTS OF OLD AGE PENSION AND AMOUNT OF MONEY PAYMENTS

January, February, March, 1939

Month	Number Recipients	Amount Money Payments	Per Cent Change from 1938	
			Number Recipients	Money Payments
January	37,960	\$1,214,484.61	+9.3	-11.7
February	38,273	1,112,461.39	+8.4	- .4
March	38,307	1,038,919.81	+7.0	+ 8.6

The recipients of money payments increased 657 during the quarter as against the 1,563 indicated in the same quarter of the previous year. The table shows the number of recipients and amount of money payments in January, February, and March, 1939, and the percentage change from the corresponding months of 1938. It should be noted that obligations incurred for burials, which usually approximate \$9,000.00 monthly, are not included and that the bonus of \$27.77 received by each recipient in addition to the authorized award in January, 1938, was not taken into consideration.

An analysis of the January pay rolls of the counties indicated that 39.8 per cent of the recipients in the state were paid the maximum for that month. No recipient was paid the full amount of the authorized award inasmuch as shortage of state Old Age Pension funds made it necessary to reduce each award by \$8.00. Those persons with awards approved for this amount or less received no payment in January. On Table IV the counties of the state are listed according to the percentage of recipients in January who had been found eligible for the maximum award of \$45.00 and, therefore, received the

CLASS A AND CLASS B RECIPIENTS OF OLD AGE PENSIONS AVERAGE PER RECIPIENT, AMOUNT PAID

January, February, and March, 1939

Month	Number Recipients			Average Per Recipient		Amount Paid		
	Class A ¹	Class B ²	Classes A & B	Class A	Class B	Class A	Class B	Classes A & B
Total						\$3,094,287.33 ³	\$ 271,578.48 ⁴	\$3,365,865.81
January	34,890	3,070	37,960	\$32.03	\$31.61	\$1,117,427.86	\$ 97,056.75	\$1,214,484.61
February	35,141	3,132	38,273	29.09	28.75	1,022,415.20	90,046.19	1,112,461.39
March	35,157	3,150	38,307	27.15	26.82	954,444.27	84,475.54	1,038,919.81

¹Persons 65 and over. ²Persons 60 to 65. ³Paid from Federal and State Funds. ⁴Paid from State Funds only.

maximum payment of \$37.00. It should be borne in mind that these percentages were computed in some instances on extremely low figures and, thereby, lose some of their significance. There is wide variation in the percentage of the case load awarded the maximum as well as in the number of recipients. In 10 counties where the number of recipients varied from 900 to 2,200, the number of cases granted the maximum award ranged from 25 to 45 cases out of every 100. The characteristics of the four counties at the top of the list on the table are decidedly dissimilar. Jackson with 33 recipients is a sparsely settled mountainous county; Denver with 10,468 recipients is wholly urban; Kit Carson with 424 recipients and Morgan with 538 recipients are plains counties with farm population predominating.

The accompanying chart appeared in the Social Security Bulletin, February, 1939. Special attention is called to the statements made by the Board relative to the figures used as a basis for determining per inhabitant cost for Old Age Assistance, Aid to Dependent Children, Aid to the Blind, and General Relief.

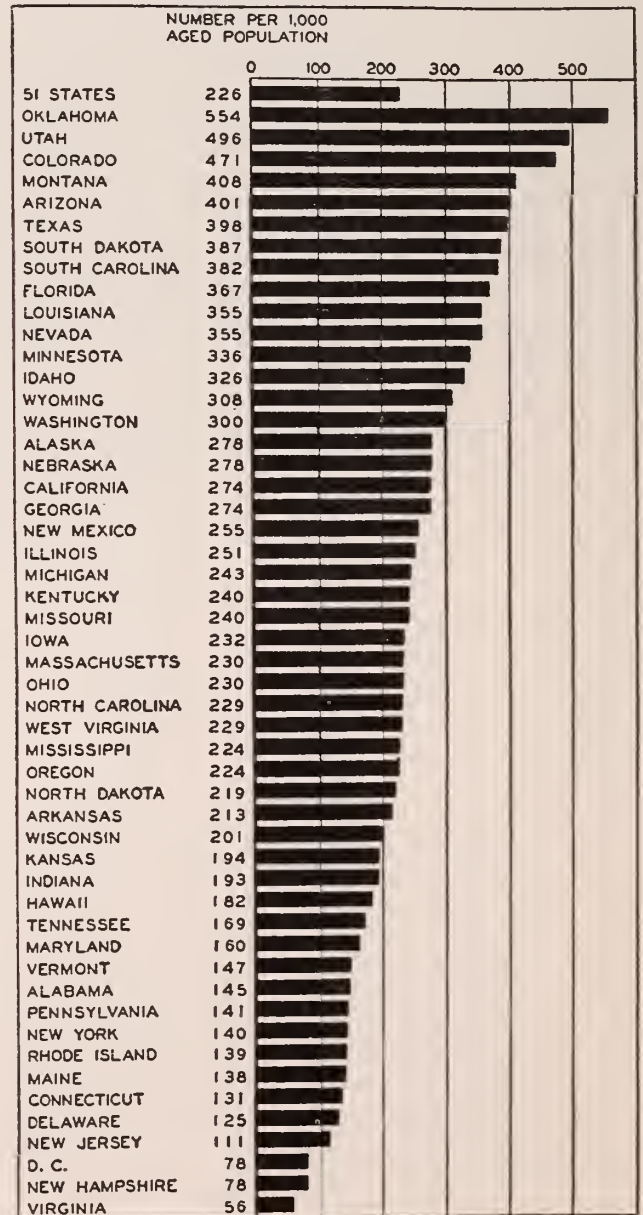
(1) "These figures do not represent the total cost of any program because they do not include administrative expense and the expense for hospitalization and burials. Figures are partly estimated and subject to revision.

(2) "Figures represent payments from Federal, State, and local funds in States administering this program under the Social Security Act, and payments from State and local funds only in States not participating under the act.

(3) ". . . . population estimated by the United States Bureau of the Census as of July 1, 1937."

The chart shows the states ranked according to the amount spent per inhabitant for Old Age Assistance in 1938. The rates for this type of assistance ranged from 7 cents in Virginia, where payments were made only in four months of 1938, to \$11.87 in Colorado. The national average of \$3.04 was

Recipients of Old-Age Assistance Per 1,000 Population 65 Years of Age and Over In States with Plans Approved by the Social Security Board, January, 1939

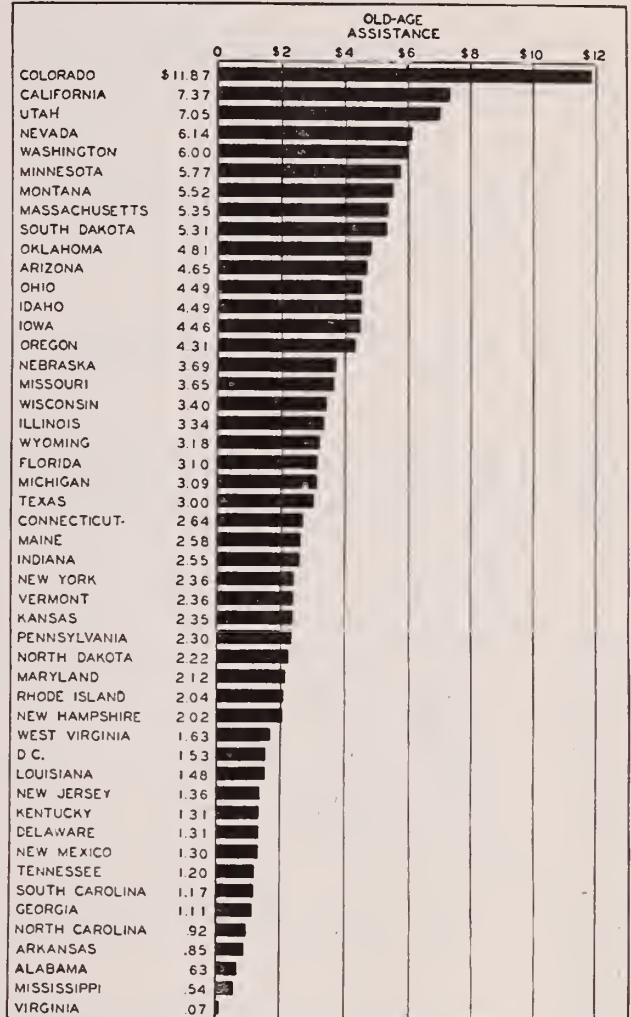


exceeded in 22 states. Variations in state rates may be attributed to factors which include lack of uniformity in the definition of need, in the extent of need, in state and local resources available, and in the length of time the program had been in operation. In terms of cost per inhabitant, Colorado's expenditure for Old Age Pensions was more than six times that for General Relief, almost nine and one-half times that for Aid to Dependent Children, and more than 60 times that for Aid to the Blind. Based on data submitted by the Social Security Board, the cost per inhabitant in Colorado in 1938 for all Public Assistance, including the Categories and General Relief, was \$15.23.

In Colorado, the number of Class A recipients in January was equivalent to 471 out of each 1,000 residents 65 years of age and over, figured on the basis of the estimated population of this age by the United States Bureau of the Census as of July 1, 1938. Federal estimates place the number of recipients in January at 226 for each 1,000 residents 65 years and over in the 48 states, District of Columbia, Alaska, and Hawaii. Colorado ranked third in January, 1939, whereas in December, 1937, with 449 recipients per 1,000 estimated population, it held sixth place among the participating states.

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. In more than 5,000 households in Colorado, the husband and wife receive individual money payments. 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.

AMOUNT PER INHABITANT FOR PAYMENTS TO RECIPIENTS OF OLD AGE ASSISTANCE IN THE CONTINENTAL UNITED STATES CALENDAR YEAR, 1938



Social Security



Table VI. AID TO DEPENDENT CHILDREN RECIPIENTS—AVERAGE AWARD—PER CENT CHANGE IN CHILD RECIPIENTS INCREASE OR DECREASE IN AVERAGE AWARD—MARCH, 1939, COMPARED WITH DECEMBER, 1938

DISTRICTS AND COUNTIES	MARCH, 1939				DECEMBER, 1938				CHANGE, MARCH, 1939 FROM DEC., 1938			
	No. for Whom Payments Were Made With Respect to Dependent Children		Average Award		No. for Whom Payments Were Made With Respect to Dependent Children		Average Award		Per Cent No. of Children		Amount in Average Award	
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
COLORADO	4,671	11,637	\$30.27	\$12.15	3,883	10,020	2.6	\$30.96	\$12.00	+16.1	\$-69	\$+15
District I												
Denver	1,348	3,500	\$34.77	\$13.39	1,107	3,047	2.8	\$36.43	\$13.23	+14.9	-1.66	+1.16
Boulder	149	307	25.14	12.20	140	285	2.0	24.69	12.13	+7.7	+4.45	+0.07
Jefferson	139	389	34.25	12.24	123	344	2.8	34.54	12.35	+13.1	-29	-1.11
Adams	94	215	24.81	10.85	50	120	2.4	30.60	12.75	+79.2	-5.79	-1.90
Clear Creek	18	43	29.28	12.26	15	30	2.0	27.80	13.90	+43.3	+1.48	-1.64
Gilpin	10	25	32.50	13.00	8	19	2.4	30.88	13.00	+31.6	+1.62	—
Summit	4	6	24.00	16.00	4	6	1.5	24.00	16.00	—	—	—
District II												
Pueblo	264	742	30.07	10.70	162	478	3.0	31.24	10.59	+55.2	-1.17	+1.11
Las Animas	118	353	28.85	9.64	119	361	3.0	29.16	9.61	-2.2	-31	+0.03
Fremont	107	234	28.30	12.94	85	186	2.2	22.79	10.42	+25.8	+5.51	+2.52
Chaffee	49	114	26.78	11.51	47	109	2.3	28.40	12.25	+4.6	-1.62	-0.74
Custer	11	16	23.45	16.13	10	15	1.5	24.00	16.00	+6.7	-5.55	+1.13
Huerfano	2	7	22.50	6.43	2	7	3.5	22.50	6.43	—	—	—
District III												
Weld	296	731	32.01	12.96	268	672	2.5	32.28	12.87	+8.8	-27	+0.09
Larimer	178	373	30.13	14.38	141	309	2.2	31.46	14.36	+20.7	-1.33	+0.02
Morgan	90	227	30.62	12.14	87	221	2.5	30.16	11.87	+2.7	+4.46	+0.27
Logan	77	185	26.22	10.91	58	146	2.5	25.50	10.13	+26.7	+7.2	+0.78
Phillips	26	50	24.27	12.62	23	44	1.9	24.83	12.98	+13.6	-5.6	-0.36
Sedgwick	24	50	25.71	12.34	21	43	2.0	25.38	12.40	+16.3	+3.33	-0.06
Jackson	7	17	28.86	11.88	6	16	2.7	28.67	10.75	+6.3	+1.19	+1.13
District IV												
El Paso	173	455	35.48	13.49	152	408	2.7	36.20	13.49	+11.5	-72	—
Arapahoe	164	405	32.15	13.02	136	343	2.5	31.90	12.65	+18.1	+2.25	+0.37
Elbert	27	62	28.89	12.58	24	58	2.4	29.58	12.24	+6.9	-69	+0.34
Douglas	23	54	30.11	12.82	23	54	2.3	29.65	12.63	—	+4.46	+0.19
Teller	14	32	32.00	14.00	9	21	2.3	30.78	13.19	+52.4	+1.22	+0.81
Park	7	16	25.54	11.17	7	16	2.3	26.54	11.61	—	-1.00	-0.44

Aid to Dependent Children

Federal funds under the Social Security Act became available to Colorado in April, 1936. Over a period of three years, noticeable progress has been made in extending and strengthening the Aid to Dependent Children program. In the first month, 783 families with 2,370 children received an average award of \$25.65 per family; in March, 1939, the last month of the three-year period, payments to 4,671 families with 11,637 children averaged \$30.27 per family. It should be noted that there was an increment in the number of families of 496.6 per cent; in

children, 391 per cent; and in the amount of average award, 18 per cent.

The need for further development in the aspects of the Aid to Dependent Children program is fully recognized by those interested in the welfare of children in Colorado. It is acknowledged that an effective program extends far beyond the determination of eligibility and the granting of a cash allowance to those families who are unable to cope successfully with their difficulties without assistance of the community. Of equal importance are those services

Table VII. **AID TO DEPENDENT CHILDREN STATISTICS**
January, February, March, 1939

Applications	Families	Children
Pending—December 31, 1938.....	310	715
Received during January, February, March, 1939.....	1,635	3,140
Total	1,945	3,855
Disposed of during the quarter.....	1,677	3,294
	Families	Children
A. Assistance granted	(80.4%) 1,348	2,691
B. Assistance not granted	(19.6%) 329	603
1. Need not established—income in home.....	222	
2. Both parents in home—neither physically nor mentally incapacitated	32	
3. Public assistance in home.....	22	
a. Aid to Dependent Children.....	10	
b. General assistance	10	
c. Old Age Pension.....	2	
4. Residence requirements not met.....	13	
5. Voluntary withdrawal	12	
6. Moved out of county.....	10	
7. No verification of age.....	6	
8. Children not living with relatives specified in law..	4	
9. Death of applicant.....	1	
10. Reason not stated	7	
Pending—March 31, 1939.....	268	561
	* * * * *	
Cases Under Care	Families	Children
Continued from December, 1938.....	3,954	10,189
Added during January, February, March, 1939.....	1,348	2,691
Total	5,302	12,880
Closed during the quarter.....	586	1,114
Reasons for closing		
1. Relatives became able to support.....	405	
2. Child reached maximum age.....	32	
3. Mother remarried	27	
4. To another state	21	
5. Transferred to another form of assistance.....	12	
6. Change of payee	11	
7. Dependent child or children admitted to institution	9	
8. Not eligible for original grant.....	8	
9. To another county within the state.....	6	
10. Death of dependent child.....	1	
11. Other	54	
Continued to April, 1939.....	4,716	11,766

which help the family in meeting the numerous and varied problems involving social adjustment, health, housing, and others of similar nature. Appropriate as well as adequate assistance and service for each child and each family in accordance with its particular needs is the goal which the Federal government, the state, and the county units strive to achieve. In Colorado, the County Departments of Public Welfare have the primary responsibility for carrying out all the phases of the Aid to Dependent Children program in compliance with the statutes and the rules and regulations of the State Department.

During the first quarter of 1939, formal action was taken by the County Boards on 1,677 applications made on behalf of 3,294 children. A total of 2,691 children in 1,348 families were found to be eligible for assistance and were approved for monthly awards. The number of families accepted during the first three months of 1939 were more than triple the number which received formal approval in these months of 1938. Statistics show that the average number of children per family in 1939 was decidedly smaller than in 1938—1.9 in 1939, 2.8 in 1938. Table VII shows that approximately one-fifth of the applications were disallowed and that the overwhelming reason for rejection was that the children were not in need of assistance. In conformance with the Social Security Act, Aid to Dependent Children is granted to eligible children on the basis of need; due regard is given to resources and expenditures of the family. At the end of March, there were 268 applications awaiting disposition—13.5 per cent less than the number at the end of the previous quarter.

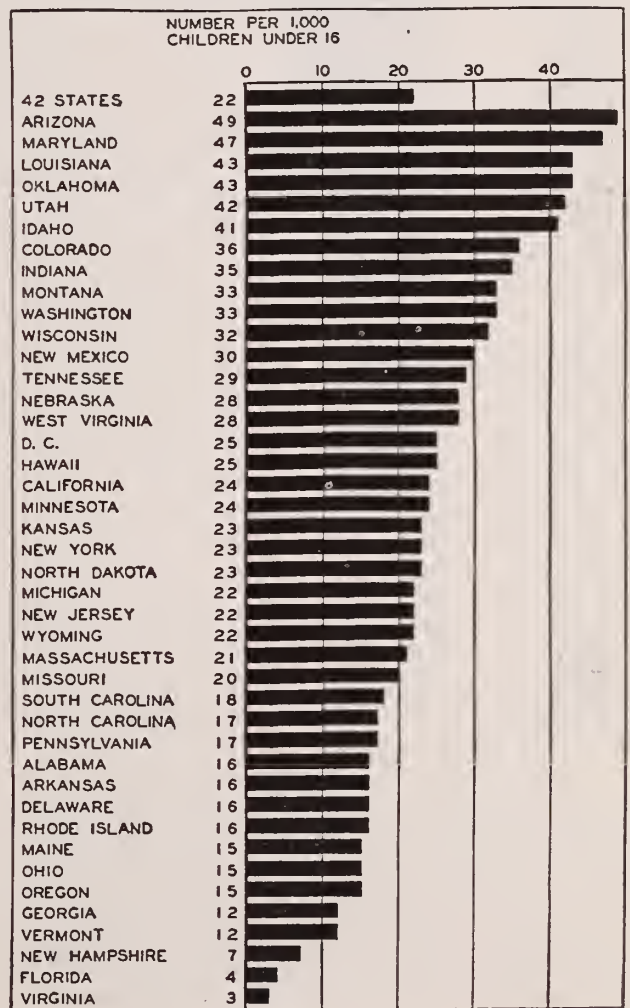
A total of 586 cases, including 14 transfers to other counties within the state, were closed in the three-month period. Particular attention is called to the large proportion of the cases removed from the rolls because of the fact that relatives could again resume the responsibility for the support of the children. The Colorado law limits the benefits to children under the age of 16 years; in 32 one-child families, the dependent child reached his sixteenth birthday which necessitated the discontinuance of the awards. The law further provides that payments may be made only on behalf of a dependent child who is living in a suitable family home with specified relatives. Although effort is made to preserve a family home for every dependent child, institutional care is the only alternative in some rare instances when no foster home or a home with relatives is available, i.e., if the home is disrupted by the death of the grantee, or if the home is unsuitable to the extent that the child is in danger of becoming delinquent. Aid to Dependent Children was discontinued to 9 families and the children were admitted to institutions—16 children

were admitted to private child-caring institutions; 14 to the State Home for Dependent Children; and one to the State Industrial School for Boys.

There were 4,716 cases with 11,766 children remaining on the rolls at the end of March; the addition of 1,348 families and the closing of 586 cases during the quarter resulted in a net increase of 762—an increment of 19.3 per cent in the three-month period.

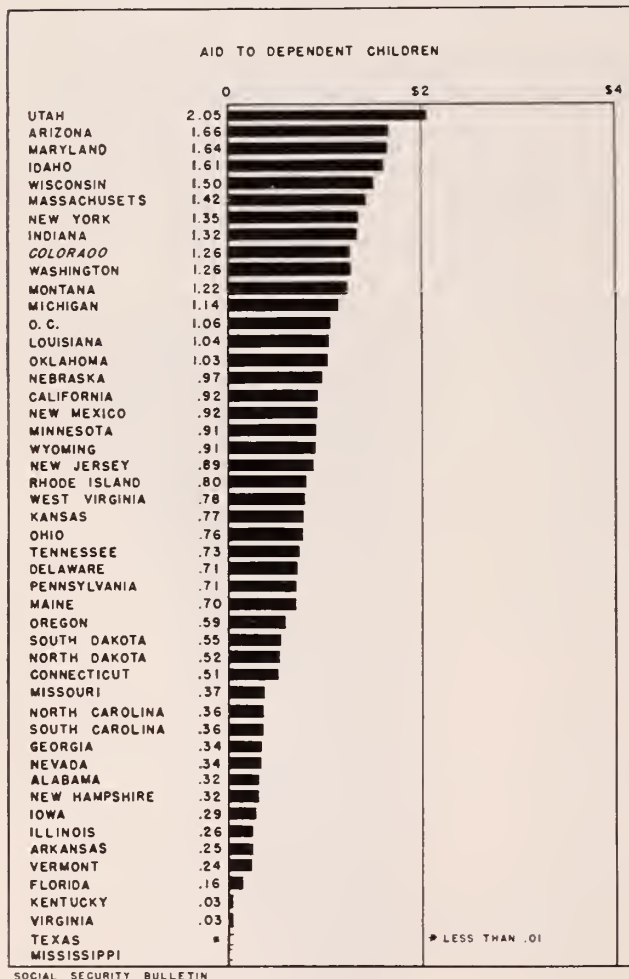
An analysis of data on 2,311 children accepted for assistance for the first time during the quarter, shows that in approximately 40 per cent of the cases aid was given because of the parent's continued absence from home; in about one-third of the cases, because of the death of a parent; and in about one-fourth, because of the parent's physical or mental incapacity. Most of these children—nearly 75 out of every hundred—lived with the mother in a home from which the father was absent.

Number of Children Receiving Aid to Dependent Children Per 1,000 Population Under 16 Years of Age In States with Plans Approved by the Social Security Board, January, 1939



In the 42 states administering plans approved by the Social Security Board, 22 children per 1,000 in the total population under 16 years of age were recipients of Aid to Dependent Children in January, 1939. The proportionate number of children aided varied widely among the participating states—from 49 per 1,000 in Arizona to 3 per 1,000 in Virginia; in 6 states, more than 40 per 1,000 and in 3 states less than 10 per 1,000. Colorado, with 36 per 1,000 held seventh place among the states but far exceeded the nation as a whole.

Amount Per Inhabitant for Payments to Recipients of Aid to Dependent Children in the Continental United States Calendar Year, 1938



The figures in the above chart are based on expenditures for money payments only and on the population under 16 years of age estimated by the U. S. Bureau of the Census as of July 1, 1937. The payments represent those from Federal, state, and local funds in states administering this program under the Social Security Act and from state and

local funds only in states not participating under the act.

Attention is called to the fact that the following states—Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas—did not have plans approved by the Social Security Board by January 1, 1939, and, therefore, Federal funds were not allocated to them for Aid to Dependent Children in 1938.

"The amounts spent per inhabitant for aid to dependent children varied from less than 1 cent in Texas, in which only one county granted this type of aid, to \$2.05 in Utah. In 25 states payments per inhabitant for aid to dependent children were above the 75 cents recorded for the 48 states in which this type of aid was granted.

"Fifteen states spent larger amounts per inhabitant for aid to dependent children than for general relief, although in the country as a whole the amount for general relief was almost 5 times as great as that for aid to dependent children." *

This chart shows that the per inhabitant cost for money payments for Aid to Dependent Children in Colorado was \$1.26 in 1938. This coincided with that of Washington and was exceeded by 8 states, 3 of which are western states. Among the states of the Social Security Board Administrative Region XI, Colorado ranked fourth—a higher cost was indicated in Utah, Arizona, and Idaho; a lower cost, in Montana and Wyoming.

On Table VI it will be noted that 4,671 families with 11,637 eligible children received an average payment in March, 1939, of \$30.27 and \$12.15, respectively. Owing to numerous and diversified factors, there is always a wide variance among counties in the amount of average award as well as in the size of case load. The average award ranged from \$15.00 to \$35.48 per family and from \$5.00 to \$16.13 per child; the number of cases ranged from one family with 3 children in Hinsdale County to 1,348 families with 3,500 children in Denver County. During the quarter, the number of child recipients increased in 46 counties, remained static in 11 counties, and decreased in 6 counties, with the result that the state as a whole increased the number of these recipients from 10,020 in December to 11,637 in March, or 16.1 per cent. More than one-half of the counties that increased the number of child recipients, also increased the amount of average award per child. Five of the 6 counties that decreased child recipients showed an increased average award.

*Social Security Board Bulletin, February, 1939.

Table VI also shows that in 33, or slightly more than one-half of the counties, the children received a higher average award in March, 1939, than in December, 1938; in 21 there was a decrease, and in 9 there was no change indicated. In the first group of counties, 8,978 children were recipients in March; in the second, 2,130 children; in the third, 529 children. Twelve counties paid higher average awards in March than the state average of \$30.27 per family. In this group, El Paso County with 173 cases ranked first with \$5.21 over the state figure. Slightly more than 60 per cent of the families on the rolls in

the state in March were on the rolls in the 19 counties indicating average awards of \$30.00 and under \$36.00. The state average of 2.5 dependent children per family receiving Aid to Dependent Children coincides with the United States as a whole but indicates a slight decrease for the state.

Obligations incurred for payments to recipients during the first quarter of 1939 aggregated \$416,587.86, or a monthly average of \$138,862.62. The increase over the previous quarter amounted to 17.4 per cent and over the corresponding quarter of 1938, 32 per cent.

Child Welfare Division

"Their Own People"

"I came to see you about Juan and Mercedes Valdez," the child welfare worker began. Margarita Herrera stood in the open doorway, a small boy and a small girl were close beside her, each holding on to her skirt with a chubby little hand, and their large, dark eyes regarded the child welfare worker with interest. "You are Juan's godmother, are you not?"

"Si, Senorita, his comadre."

"I should like to come in to talk with you. May I?"

"Si, entre," said Margarita as she stepped back from the door so that the child welfare worker could enter the kitchen. "Sientese," she continued and pointed to one of several straight-backed chairs that stood close against the wall.

The child welfare worker had known nine-year-old Juan and his seven-year-old sister, Mercedes, for several months. When their father, Pedro, had joined their mother in the little churchyard at the edge of town, their great-aunt, Carmelita Valdez, had taken the children into her home. Carmelita was old—much too old to care for young children—but she wanted Juan and Mercedes with her for, as she said, she was their only relative in this country—all the others were in Mexico. Four weeks ago Carmelita had become ill and had finally agreed quite reluctantly to have the children placed temporarily in the Child Welfare Division's receiving home. Mr. and Mrs. Gray, whose home had been selected for this purpose, were very understanding. Over a period of two years, the child welfare worker had oftentimes used their home for temporary placements. When Juan and Mercedes were placed there it was thought that it would be for a short time only, but that was before Carmelita had

the paralytic stroke. Now Carmelita knew that it might be a long time before she would be well and that a more permanent plan must be made for the children.

"You know, Carmelita Valdez had a paralytic stroke and was taken to the hospital last week," the child welfare worker said. "She tells me that she is the only relative of the Valdez children in this country. Do you know of any of the mother's relatives living here whom Carmelita may have forgotten?"

"No, Senorita," Margarita replied as she sat down. Her two children had resumed their play on the kitchen floor.

"Do you know anyone who would like to take Juan and Mercedes to live with them?" the child welfare worker asked.

"No, Senorita." After a pause she continued, "I ask Bonafacio if we can take them."

"Is Bonafacio working?" the child welfare worker asked.

"Si, si, he work three years for the West End Lumber Company. We talk tonight, you come tomorrow and I tell you."

"What did Bonafacio say?" the child welfare worker asked when she returned on the following day.

"He say Juan and Mercedes can stay here."

The Herreras lived in the Spanish-American settlement at the Casa Blanca Plaza which consisted of two-room adobe houses joined in groups of ten or twelve. Margarita led the child welfare worker through the kitchen into the bedroom. A white spread and stiffly starched pillow shams, embroidered in red, decorated the double bed; a stiffly starched

dresser scarf, also embroidered in red, was on the small dresser that stood in a corner of the room. In the wall opposite the head of the bed a statue of Nuestra Senora de Guadalupe stood in a small niche, and a vigil light was burning before it.

"How nice. Did Bonafacio make the niche?" the child welfare worker asked.

"Si, Seniorita," Margarita replied, nodding her head and smiling. "Si."

There were several holy pictures on the wall but the one which held the child welfare worker's eyes was that of a child with a water jug on his shoulder and a shell in his hand.

"That is Santo Nino de Atocha." When the child welfare worker did not respond, Margarita continued in a surprised manner, "You know Santo Nino de Atocha?"

"I'm afraid I don't. Who was he?"

"Once a man was very sick. There was no one to take care of him. Santo Nino de Atocha come to his house and took care of him till he was all well."

"Thank you, Margarita, I'm so glad you told me."

"Is this where you and Bonafacio sleep?" the child welfare worker asked after a moment's silence.

"Si, Seniorita."

"Where do your children sleep?"

Margarita pointed to the crib in the bedroom, saying, "Magdalena sleep here and Pancho in the kitchen." She pointed to a couch that could be seen through the open doorway.

"You do not have room for Juan and Mercedes," the child welfare worker said.

"Si, Bonafacio say we rent the house next door. A door here," she said, pointing to the bedroom wall. "Then the two houses will be one house."

"The house next door is vacant, isn't it?" the child welfare worker asked. Margarita stated that it was, and the child welfare worker suggested that they go in to look at it.

"This house has evidently not been occupied for a long time," the child welfare worker remarked as they stepped in. There were large holes in the plaster and the walls were badly in need of paint. "I'm afraid that it will cost a great deal to fix it up. Do you think the landlord will do it for you?"

"Bonafacio do the work, and the landlord give plaster and paint."

"If you are able to get the house, it will provide you with enough room, but are you sure Bonafacio makes enough money to take care of your family and the Valdez children, too?" the child welfare worker asked.

"It will be hard, but we are Juan's compadres—there is no one else."

As they walked toward the far end of the plaza, they were greeted by the public health nurse who had just arrived.

"I hear Lucia has a new baby," the nurse said, smiling at Margarita. "Did Senora Martinez deliver it?"

"Si, Seniorita, Senora Martinez deliver it."

"Would you like to come in with me to see Lucia and the baby?" the public health nurse asked the child welfare worker. "I have come to put the drops in the baby's eyes."

They opened the door and went into the kitchen which was crowded with people. A little old lady who could speak no English ushered them into the bedroom. Lucia smiled at the visitors and pointed to the baby, or "bebe" as she called it. Lucia had a white cap on her head and the baby was wearing a white bonnet. The top sheet was richly decorated with heavy blue crochet.

The nurse walked to the bed and picked up the baby. "I brought a friend of mine along to see him. It is a little boy, isn't it?"

Lucia smiled and nodded proudly. "He certainly is a nice little fellow," the nurse said, looking at the baby.

When the child welfare worker was leaving Casa Blanca Plaza in her car, she thought of Juan's conversation with her when she had seen him in the Gray home several days before. He had told her that he did not like to live at the Gray's and that Mercedes did not like it either. When pressed for their reasons, Juan had tried to explain that so many things were different. "Mr. Gray does not even have a guitar," he had said dolefully. The child welfare worker had sensed that Juan had expected her to be as much amazed as he. "Nobody comes in here and sings at night, and we never go to other houses and sing—we don't even go down and watch the train come in." Well did the child welfare worker know that a large number of the children in Casa Blanca Plaza go down to the depot to watch the trains arrive and depart, and that some of them sell dressed fleas to the tourists. Juan's father had dressed fleas for him to sell. "No one here knows how to dress fleas," Juan had said. The child welfare worker smiled as she thought of it. Mr. Gray was a very patient man, but she knew he would never have the patience to sit down and dress fleas for Juan to sell.

The child welfare worker talked with Bonafacio's employer, the grocer, the doctor, and later, together with Bonafacio and Margarita the plans for the permanent placement were completed.

The house next door was rented, the door was cut through, and Bonafacio painted and plastered the

house. In addition to springs and mattresses, the neighbors gave them two bedsteads which Bonafacio enameled. Margarita and Bonafacio were very, very proud of their home which was quite the show place of the Plaza.

"Tonight we are having a party," Juan told the child welfare worker when she returned a few days

after the children were placed, "and many people will be here. Bonafacio will play the guitar and everybody will sing."

"Do you like it here?" the child welfare worker asked.

"We like it—it's just like home. You know, we always lived in Casa Blanca Plaza."

Introducing

The Supervisor of Training and the District Consultants of the Child Welfare Division of the Colorado State Department of Public Welfare

The Child Welfare Division of the State Department of Public Welfare endeavors to assist the County Departments, the courts, the schools, and other organizations and agencies in meeting the needs of children in areas predominately rural and in other areas of special need. The objective of the program which represents the joint planning of three units of government is to deal with problems of children and, wherever possible, to work toward prevention of the unwholesome conditions which lead to child dependency and neglect. It is a program which emphasizes that the family home should always remain the most important social agency in the life of every child, and that other social agencies and institutions should merely supplement the home—not substitute for it.

The value of any child welfare service must rest in the humanitarianism of those who guide it, in the principles which they follow, and in the aims which they strive to achieve.

Juanita Venrick Perkins

Juanita Venrick Perkins was appointed Supervisor of Student Training in Jefferson County Child Welfare Demonstration Unit in June, 1937. The students under her supervision are enrolled in the Denver University School of Social Work and at the completion of their training they will return to their home counties equipped to do more intensive work in the child welfare field. After receiving her Bachelor of Science Degree from the University of Missouri in 1932, Mrs. Perkins joined the case work staff of the Provident Association in St. Louis, Missouri. In 1934, she began to serve as one of the Provident Association's field guides or student supervisors. During the subsequent two and a half years, she supervised field work in the agency for students enrolled in the University of



Missouri and in the George Warren Brown School of Social Work. Mrs. Perkins joined the staff of the Child Welfare Division of the Colorado State Department of Public Welfare after having served in the capacity of instructor and supervisor in the Social Work Department in the University of Nebraska. She is an active member of the American Association of Social Workers and the Family Welfare Association.

Marjorie Ann Betz

After receiving her Bachelor of Arts Degree from the University of Wisconsin, where she majored in sociology, Marjorie Ann Betz enrolled in the Alliance Francaise in Paris, France, and later took a secretarial course in Santiago, Chile, South America. For a period of two years, she was associated with a Canadian law book company. In 1930, Miss Betz entered the social work field as case worker in the Municipal Child Guidance Clinic in St. Louis. Subsequently,



she served in the same capacity in the Children's Aid Society in St. Louis; as Executive Secretary of the County Unit affiliated with the New Mexico Bureau of Child Welfare; as Supervisor of Intake in the Public Welfare Department, Bridgeport, Connecticut; and as Field Representative of the Minnesota ERA. On March 22, 1937, following graduate study at the University of Denver, Miss Betz accepted her present position of Child Welfare Consultant. The territory apportioned to her is the western slope area of the state and is known as District No. 3. She is a member of the American Association of Social Workers.

Ruth G. Womble

In September, 1936, Ruth G. Womble was appointed Child Welfare Consultant of District No. 2 which is located in the southeastern and central part of the state. She received her Bachelor of Arts Degree from the University of Denver in 1927. After teaching in a Wyoming high school for two years, Miss Womble left the teaching profession to join the staff of the Colorado Children's Aid Society where she served as case worker and as Case Work Supervisor. In 1930, while a member of this organization, she enrolled in the University of Denver School of Social Work and pursued her studies until 1932. Miss Womble was subsequently employed as a case worker by the Brooklyn Children's Aid Society for a period of one year and, during this time, she studied at the New York School of Social Work. She came to the staff of the Colorado State Department of Public Welfare from her position as District Supervisor of the Child Welfare Bureau under the Nebraska State Assistance Committee. Miss Womble holds membership in the American Association of Social Workers.



James S. Kern

The position of Consultant for District No. 4, which comprises the southeastern part of the state, has been held by James S. Kern since December 16, 1937. Mr. Kern received his Bachelor of Arts Degree from



Lenoir-Rhyne College in Hickory, North Carolina. He later attended the Lutheran Theological Seminary in Philadelphia for three years. In the subsequent two-year period, he studied at the Universities of Leipzig and Berlin. On his return to the United States, he served as pastor in the Lutheran Church in Millville, New Jersey, for six years. Mr. Kern left his pastorate in 1934 to continue his study in Columbia University. He attended the university for one year, majoring in psychology; during this time and for one year following, he was employed in the capacity of Assistant District Supervisor in the New Jersey ERA program. At the expiration of this time, Mr. Kern came to Colo-

rado, where he enrolled in the University of Denver School of Social Work, and he fulfilled all the requirements necessary for a Master of Arts Degree with the exception of one course in individual research. Mr. Kern obtained practical experience in social work as a fellowship case worker in the Colorado Children's Aid Society and as admission clerk in the Out Patient Department of the Colorado General Hospital. He is a member of the American Association of Social Workers.

Mildred E. Gavin

Miss Gavin, Child Welfare Consultant of District No. 1, was graduated from the University of Colorado in 1928 with a Bachelor of Arts Degree. During the years following her graduation, Miss Gavin was in charge of medical examinations and family work for the Junior League Preventorium and later was employed as case worker and Intake Supervisor in the Denver Bureau of Public Welfare. In March, 1935, she left the staff of the Denver Bureau of Public Welfare to enroll in the University of Chicago School of Social Service Administration and remained for six



quarters. Following this period of study, Miss Gavin returned to Colorado and received the appointment of Child Welfare Supervisor in the Otero County Demonstration Unit. In April, 1938, she was appointed Child Welfare Consultant of the fifteen counties in the north eastern part of Colorado which are known as District No. 1. Miss Gavin is a member of the American Association of Social Workers.

Farm Security Administration (Continued from Page 2)

ties, and the San Luis Valley Farms in the San Luis Valley. The two projects will provide more than 200 farmsteads; most of these farmsteads have been completed and the families resettled. These families are living in comfortable homes on rich irrigated farm lands which they are leasing on long-term contracts or are purchasing outright on low-interest, forty-year repayment plans. They are operating their farms and homes on practical management plans with the advice and assistance of farm and home specialists. By carrying out a diversified farm program which includes raising gardens and livestock to furnish food for home consumption and the production of feed and varied cash crops, these families will make a good living and, at the same time, be able to meet repayments on Farm Security Administration loans.

To halt increasing tenancy in the United States, loans are being made to capable tenant farmers for the purchase of adequate farms. Forty-two per cent of the nation's farmers rent all of the land they cultivate and another 10 per cent rent a part of their land. In Colorado, according to the 1935 census, 39 per cent of all farmers in the state rented the farms they operated. Because of the limited funds available for the Tenant Purchase program provided for under the Bankhead-Jones Act, only five counties

in Colorado have been selected as Tenant Purchase counties—La Plata, Logan, Mesa, Bent, and Prowers. Counties are selected on the basis of farm population, prevalence of tenancy, availability of good land at reasonable prices, and allied factors. Through this program, approximately 35 capable farmers in the five counties are receiving loans for the purchase of farms of their own on a low-interest, long-time repayment plan. The farms purchased are large enough and sufficiently productive to enable the borrower to pay taxes and insurance, maintain the property, provide a satisfactory living for the family, and retire the loan for the purchase of the farm.

Although the Farm Security Administration has helped many disadvantaged farm families, much still remains to be done. A recent survey shows that in Colorado alone 2,700 farm families are located on land which is too poor or units which are too small to provide an adequate standard of living. Even a greater number (estimated at 3,000) need assistance through loans and technical guidance. Many of the 8,164 families which have already made a start toward economic independence with Farm Security Administration assistance need further aid before they can become completely rehabilitated.

Aid to the Blind

Blindness presents important social and economic problems to the community as well as to the person afflicted, inasmuch as the number for whom employment is a reasonable possibility is necessarily limited. In numerical terms, the blind constitute the smallest assistance group, but in terms of opportunities for therapeutic and preventive measures, they present a real challenge to a state committed to a policy of acknowledging responsibility for the welfare of its individual members. The Aid to the Blind program in Colorado provides not only financial aid in the form of monthly grants to needy blind persons, but, also, medical treatment and hospitali-

zation in the restoration of sight or the prevention of blindness.

As in all former periods, the smallest number of applications for assistance was for aid to the needy blind. Of the 79 applications in the files of the County Departments during the first quarter of 1939, 30 were approved, and 16 were disallowed. No action was taken on 33 applications; therefore, these were carried forward to the new quarter beginning April 1.

The accession of 30 cases and the closing of 39 cases during the quarter resulted in 618 being in

(Continued on Page 31)

Table VIII.

AID TO THE BLIND STATISTICS

January, February, March, 1939

Applications

Pending—December 31, 1938.....	29
Received during January, February, March, 1939.....	50
Total.....	79
Disposed of during the quarter.....	46
A. Assistance granted.....	30
B. Assistance not granted.....	16
1. Sufficient resources.....	5
2. Receiving Old Age Pension.....	3
3. Operation inadvisable or unnecessary.....	3
4. Not blind as defined in Law.....	2
5. Residence requirements not met.....	2
6. Citizenship requirements not met.....	1
Pending—March 31, 1939.....	33

* * * * *

Cases Under Care

Continued from December, 1938.....	627
Added during January, February, March, 1939.....	30
Total.....	657
Closed during the quarter.....	39
Reasons for closing	
1. Death.....	13
2. Transferred to Old Age Pension rolls.....	11
3. Vision wholly or partially restored.....	9
4. Admitted to public institution.....	3
5. Became self-supporting for reasons other than restoration of sight.....	2
6. Moved out of county.....	1
Continued to April, 1939.....	618

General Assistance

The operation of the Social Security program in Colorado has not only brought a greater amount of assistance to a larger number of needy residents, but by Federal and state participation has also relieved the local governments of much of their financial burden. There are, however, many needy persons in the state for whom the special types of assistance are not available inasmuch as they do not meet eligibility requirements stipulated by law. They, therefore, necessarily fall into the group receiving general assistance, the cost of which is borne by the counties whose local funds are supplemented by the state with funds made available by legislative appropriation. General assistance is designed for the care of unemployable persons, and for emergency needs of persons awaiting verification of eligibility to other forms of assistance or certification to work relief programs. In addition, the counties supplement recipients of categorical assistance in many cases in which the monthly award fails to meet the budgetary deficiency and in other cases in which emergencies arise. Expenditures for medical care and hospitalization predominate in the latter cases.

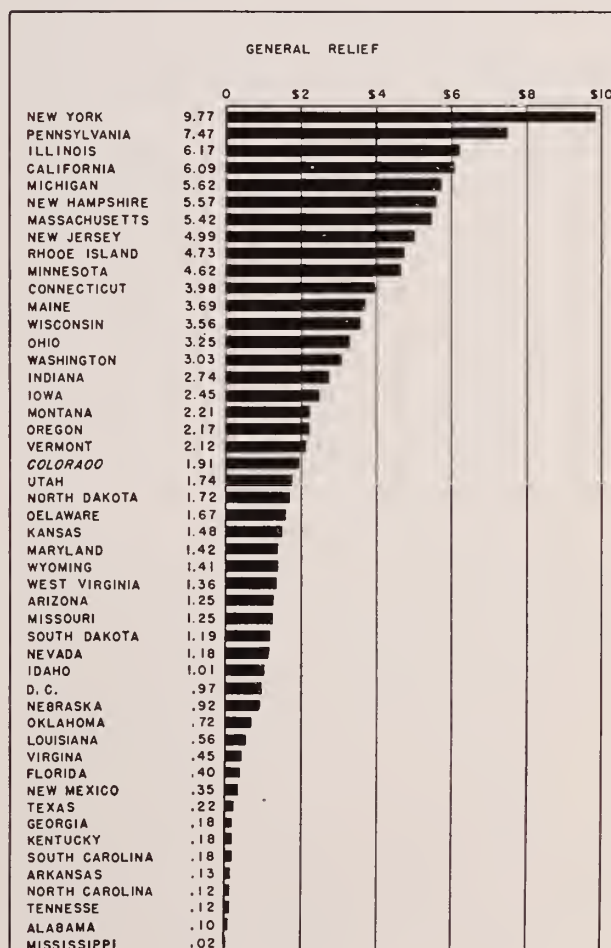
Approximately 10,000 cases classified as "unemployable" receive general assistance monthly. Reports submitted by the counties on March 25 indicated that 3,689 employable cases, found eligible for WPA employment, were receiving general assistance while awaiting assignment to work relief jobs.

Expenditures for general assistance during the first quarter of 1939 aggregated \$873,122.87 as against \$733,410.01 in the previous quarter—an increment of 19 per cent. When compared with the corresponding period in 1938, expenditures from general assistance funds in the first three months of 1939 indicate an increase of 8.3 per cent.

"The highest amount per inhabitant for general relief—\$9.77—was recorded for New York, the State ranking first in population. Pennsylvania and Illinois, the second and third most populous States, were in the same order with respect to the amounts spent per inhabitant for general relief. In only 11 States was the general relief expenditure per inhabitant above the amount for the country as a whole (\$3.70). In 16 States it was less than \$1; the smallest amount was 2 cents in Mississippi."*

In 1938, Colorado with a per capita cost of \$1.91 ranked twenty-first among the states and was \$1.79 under the \$3.70 indicated for the nation as a whole. Attention should be called to the fact that in determining the rate per inhabitant, the Social Security Board did not take into account the administrative cost nor expenditures for hospitalization and burials; and that the population figures which they used were based on total population estimated by the U. S. Bureau of the Census as of July 1, 1937. In states in close proximity to Colorado, the cost per inhabitant in 1938 was: Utah, \$1.74; Kansas, \$1.48; Wyoming, \$1.41; Arizona, \$1.25; Nebraska, \$0.92; Oklahoma, \$0.72; and New Mexico, \$0.35.

AMOUNT PER INHABITANT FOR ASSISTANCE TO GENERAL RELIEF CASES IN THE CONTINENTAL UNITED STATES CALENDAR YEAR 1938



*Social Security Bulletin, February, 1939.

The CCC Selection Division

Range Rehabilitation on the Public Domain

Perhaps the reader wonders why an article entitled "Range Rehabilitation on the Public Domain" is presented in this bulletin. It appears for the reason that the State Department of Public Welfare represents the U. S. Department of Labor and selects youths for the Civilian Conservation Corps through the County Departments of Public Welfare who are the local selecting agencies. The U. S. Departments of Agriculture and of the Interior select, supervise, and plan the work projects on which CCC boys are employed. The Division of Grazing, under the U. S. Department of the Interior, has eight CCC work projects in the state of Colorado. It is apparent, therefore, that the Department of Public Welfare, participating in the CCC program, has an interest in the work accomplishments. The following article describes the functions of the Civilian Conservation Corps in the Division of Grazing.

A Until June, 1934, there were no restrictions—Federal, state, or local—which controlled the use of the unappropriated Federal range. As a result, the range became overgrazed and eroded through the many years of misuse. Protection and stabilization of these areas were imperative if the western lands were to continue to support the livestock industry. At a critical time, farseeing western stockmen realized the dangers of the continued dissipation of lands and gave their support to the Taylor Grazing Act which Congress passed June 28, 1934. The objectives of the Act are: "To stop injury to the public grazing lands by preventing overgrazing and soil deterioration; to provide for their orderly use, improvement, and development, to stabilize the livestock industry dependent upon the public range, and for other purposes." Briefly, the Act is designed to insure the proper use of land.

The Director of the Division of Grazing is responsible for carrying out the provisions of the Act. In ten states west of the Rocky Mountains, there are nine regions, each controlled by a regional grazier. All of the open public range in Colorado is in Region 8 which has an area of approximately 7,380,000 acres. This region is divided into five districts—each of which is large enough for seasonal movements of livestock. For the efficient administration of the program, each district has a district grazier responsible to the regional grazier, and a board of advisers composed of an equal number of sheepmen and cattlemen and one free-use operator, i.e., a person who has ten or less head of stock for domestic

use. Junior grazier aides assist the district graziers in their administrative functions. Directly responsible to the regional grazier are range examiners.

H Under the Taylor Grazing Act, the Division of Grazing controls the use of the unappropriated Federal range. Collections are made from stockmen who are required to pay for the privilege of using the public range. There is a set charge of five cents per aum — "aum" means animal-unit-month and is the standard of grazing feed consumed in one month by one cow, one horse, five sheep, or five goats.

Policing the range is an important duty in safeguarding the rights and privileges of stockmen. A trespasser may be prosecuted in a Federal court for unlawfully feeding his herds on restricted territory. The regional grazier has the authority to adjudicate the privileges granted under the law. Range surveys are made by the personnel of the Division of Grazing. Lastly, the Division of Grazing supervises and plans CCC work projects.

CCC Operations in the Division of Grazing

The first Division of Grazing CCC camp was established June 3, 1935, at Elk Springs, Colorado. There are eight DG camps in Colorado, viz., DG-2-C, Mesa County, Grand Junction; DG-65-C, Moffat County, Skull Creek; DG-11-C, Montrose County, Redvale; DG-125-C, Montrose County, Paradox; DG-79-C, Gunnison County, Gunnison; DG-107-C, Rio Blanco County, Meeker; DG-81-C, Moffat County, Sunbeam; DG-80-C, Jackson County, Walden.

The CCC enrollees in the Division of Grazing camps have been reclaiming and improving the public range lands for grazing. This range reclamation work includes the control of erosion and the development and conservation of water which is attained through the construction of tanks and stock reservoirs, the digging of wells, dam construction, revegetation, eradication of poisonous weeds, the building of bridges, flood control, and the location, development, and maintenance of water holes. Many springs are developed for livestock watering on the winter range and for moisture on arid lands. Rodent control work is an important grazing control measure. The construction of fences, truck trails, driveways, and corrals benefits the many owners of cattle and sheep. Corrals are built at strategic points for branding stock. Driveways keep the stock



Livestock watering hole located and developed north of Grand Junction by CCC enrollees of Camp DG-2 C

from grazing on restricted areas while being driven to the distribution points. The newly constructed truck trails connect seasonal ranges and shorten the distances between ranges and distribution points; hazards of driving stock over collateral transcontinental highways are eliminated; and previously inaccessible land is opened up enabling CCC crews to reach valuable yellow pine timber which is used in other construction work. As truck trails are constructed, bridges are built, and culverts and rock dips are made. All of the CCC work accomplished by the Division of Grazing entails the use of tractors, bulldozers, tractor-graders, trail-blazers, trucks, and various hand tools.

The enrollees of Camp DG-65-C, Skull Creek, recently completed the Red Wash bridge project which opens the road from the White River to U. S. Highway 40 and gives the camp access to an area where water conservation projects can be started and where livestock may reach grazing grounds and water. Approximately 150,000 sheep and 25,000 cattle will benefit by this construction. The project was started in November, 1938, and was completed in February, 1939, with 600 man-days and an approximate total cost of \$650.00 for materials.

F In July, 1938, approximately 2,500 boys were sent to Colorado from the states of Maine, New Hampshire, Vermont, Connecticut, Massachusetts, and Rhode Island. Eight hundred of these enrollees were in DG camps at Walden, Gunnison, Meeker, and Sunbeam. The influx of eastern boys did not increase nor decrease the number of boys who were

selected from Colorado. The eastern boys were sent here because there are many more conservation and restoration work projects in the west than in the densely populated areas of the east. The men came from the east in trains of Pullman cars. Each train had a baggage car fully equipped for preparing meals for the boys while enroute. The following excerpts from articles written by members of these companies show the attitudes and reactions of the eastern boys to the west.

To the members of the four companies came the news that "their dreams of western ranges, bucking bronchos, and rodeos would soon be realized." They were to be sent west. "These men were the type needed to build up Uncle Sam's natural resources in the west. They resembled the type of rugged men who years before developed the great Northwest Territory. They wanted adventure, travel, and knowledge; but greater than these they wanted to be of service to America. They came to the service with a deep appreciation of conservation and the attitude worthy of being members of the Civilian Conservation Corps. They had the determination to go wherever they were sent and under any circumstances and to do what was to be done in the manner that only the best of men could equal."

"All through the night the boys were found lying awake with their heads out of the windows trying to see the towns flashing by. The journey of three days duration gave the boys opportunity to witness the great New York orchard country, the middle west farm region, and the 'dust bowl'." They traveled

through "Pennsylvania, Cleveland — where the Cleveland Indians' baseball park was sighted— . . . on through Indiana and into Chicago . . . Leaving Chicago the CCC Limited went speeding through the corn belt of Iowa and Nebraska," their last stop being a detaining point in Colorado. Each of the four companies experienced something different when they arrived in Colorado.

An enrollee of Camp DG-107-C writes: "The third day witnessed the great west and all its wonders. The company detained at Rifle, Colorado, Friday noon, July 15, 1938, and was transported by trucks to camp a distance of forty-five miles. Upon arrival at camp the boys ate a hearty meal prepared by a crew of cooks from Camp DG-2-C, Grand Junction. After supper the boys were assigned to the various barracks and went to bed—a travel-weary but happy group. . . . The camp overhead and the various work crews were organized and everyone set to work with a will. . . . Walks were laid out between the various buildings, trees and shrubs were brought in from the neighboring countryside and planted in and around the camp site. For the pleasure of the boys a baseball diamond, a volleyball court, a horseshoe court, and a boxing ring were completed."

One enrollee writes: "When the company first invaded this camp it was just a plain and barren prairie thickly covered with sagebrush and gophers. Within a few days the fellows annihilated those pesky gophers. The fellows now have centered their attention upon the main task—i.e., giving the campgrounds a good old-fashioned washing, scrubbing, and dressing-up. They have laid out walks and filled them in with gravel. Logs have been hauled into the camp, cut up, and made into a guard rail along the company's two-line road. All the sagebrush in the area has been uprooted and burned. A flagpole has been erected and a volleyball court is now in readiness for playing. In short, the camp area of this company is being redecorated, beautified, and slicked up so that it may stand up as a clean and healthy CCC camp site where men like to live."

A member of another company writes: "At Gunnison on July 12, we were generously welcomed by the townspeople and ushered into our new home at DG-79-C. . . . The first three weeks of the existence of this company have been busy but an interesting and educational period. Since this is a newly formed company, occupying a new camp site, many of the details that lend enchantment and harmony to CCC life have been lacking. . . . The famous old western hospitality which 'rings true' around Gunnison, combined with the interesting features of this part of Colorado, are rapidly making the Connecticut Yankees loyal CCC boosters."

The attitude of all the enrollees is expressed by one: "With true Yankee spirit, every man went to work to build out of nothing a new home—to pioneer the hardship of unusual conditions. Every man had cause to complain but nothing of such weakness showed in these men who had signed contracts with Uncle Sam to help save the over-grazed land from depletion. Within a short time the community of CCC boys will develop into a unified and happy group."

"We are new; our development will take time; our cooperation is of the quality that will make our camp one of the best. Our ambition is strong; our goal is high; our attitude is right. Watch our smoke!"

"Imagine the stories these boys will have to tell the folks at home about the trip to the west when they go back!"

A Regional Grazier Charles F. Moore states: "I have continually impressed upon our camp personnel the importance of giving educational and personal guidance to the enrollees, both on and off the job, and from the reports I have received as well as from my own observations, we are giving the boys a good start in life. We have succeeded in securing appointments in our technical force for several former CCC enrollees. It is my belief that an enrollee trained in our work will make a better than average camp foreman, and at the same time I have the satisfaction of knowing that we are helping the program of rehabilitation of the CCC enrollees."



Division of Tuberculosis

The chief objective in the fight against the spread of tuberculosis is the reduction of morbidity and mortality from the disease to an irreducible minimum.

The principal source of new cases is traced to those afflicted individuals who, at times, by means of the exhalations and excretions from their lungs, contaminate the atmosphere and objects with which they come in contact. In a crowded home where an open active case of tuberculosis exists, the entire family is always in danger of contracting the disease, and the large majority of new cases are found among this group. In order to obtain the objective mentioned above, it is necessary that these open cases be ascertained and that the contacts with healthy people be broken.

The most successful manner in which this can be accomplished is by placing the tubercular individuals in sanatoria where they should remain until they receive the maximum benefit possible from treatment. In many cases, generally because of circumstances beyond their control, they are unable to remain as long as advisable. When it becomes imperative that infectious patients return to their homes,

they should receive guidance in sanitation by qualified persons.

Such a plan is being perfected through the activities of the Colorado State Department of Public Welfare, the State Board of Health, and the Colorado Tuberculosis Association. Since the state of Colorado has recognized the need for hospitalization of indigent cases of tuberculosis, the foundation has been laid for the attainment of the objective sought; before this objective can be attained, additional funds will be needed for necessary hospitalization and, in some cases, necessary assistance and guidance following hospitalization.

The Division of Tuberculosis received 29 applications for Tuberculosis Assistance from 15 of the counties during the months of January, February, and March, 1939. These 29 applications, together with the 11 applications pending from the previous quarter represent a total of 40 pending applications. No applications were approved for hospitalization because there were insufficient funds. Inasmuch as four of the applicants died, there were 36 applications awaiting approval at the end of the quarter.

SUMMARY OF TUBERCULOSIS ASSISTANCE CASES

January 1, 1939, to April 1, 1939

Cases under care January 1, 1939 (116 in sanatoria; 9 in out-patient department).....	125
Care terminated	16
Death	7
Left sanatoria against advice.....	2
Discharge	7
(a) Apparently arrested	4
(b) Progressive	1
(c) No-clinical	1
(d) Received maximum benefit without surgery.....	1

Cases under care April 1, 1939 (100 in sanatoria; 9 in out-patient department)109

During the quarter, 116 Tuberculosis Assistance patients from 26 counties received hospitalization—some were under care the entire 3 months and others for only a portion of the period. These 116 patients represented 9,689 patient days at a total cost of \$23,350.40. The respective counties have been, or will be, reimbursed by the State Department for one-half of this amount. Nine sanatoria and one general hospital located within the state were used. During the quarter, one patient was transferred to the out-patient department and one out-patient died, leaving the same number of patients in the out-patient department on April 1, 1939, as on January 1, 1939.

There was a total expenditure during the quarter of \$352.00 for surgery; \$124.50 for necessary dental work; and \$21.00 for consultations.

At the end of this quarter, there were 35 patients receiving pneumothorax treatments in addition to 9 out-patients who were receiving pneumothorax re-fills. Under the surgery program, 8 operations were performed on Tuberculosis Assistance patients during the period:

Thoracoplasty	1	Rib-resection (Empyema)	1
Phrenicectomy	2	Broncoscopy	2
Thoracotomy	1	Appendectomy	1

Surplus Commodities

During this quarter, Colorado received 3,885,713 pounds of foodstuffs with a wholesale market value of \$199,642.80 from the Federal Surplus Commodities Corporation; beans, butter, corn meal, white flour, grapefruit juice, and oranges were included.

There was a heavy increase in the case load during this quarter in comparison with the corresponding quarter of 1938. The table shows that the total case load for each month of this period increased more than 40 per cent as compared with the corresponding month of 1938. With the exception of Aid to the Blind in January and February, all types of cases showed an increase in every month over the same month in 1938, and although there was a decrease in Aid to the Blind cases receiving surplus commodities in February, the number of persons increased. In both January and March, the highest percentage of increase occurred in the marginal group, and in February, in the Farm Security group. Both borderline and WPA cases are included in the table under the heading "Marginal."

The percentage of increase over 1938 was higher in March than in January in all groups except General Relief. It is interesting to note that the General Relief cases receiving surplus commodities during this quarter represent 71.4 per cent of the total General Relief case load in January, 75 per cent in Feb-

ruary, and 81.3 per cent in March. Approximately three-fourths of the total recipients of Aid to Dependent Children grants received surplus commodities during each of these months, and the Aid to the Blind cases receiving surplus commodities represented approximately one-fifth of the total Aid to the Blind case load for each of these months.

In all of the classified groups receiving surplus commodities, part of the increase from 1938 can be attributed to the larger case loads in 1939. This is undoubtedly true of the entire increase of the Aid to Dependent Children group, inasmuch as the percentage increase from 1938 in every month is approximately the same for Aid to Dependent Children cases receiving surplus commodities as for the number of recipients of Aid to Dependent Children grants. The Old Age Pension group receiving commodities has probably increased because of the larger prorated reductions from the authorized awards in 1939 and, in addition, a bonus as well as the full amount of the authorized award was paid in January, 1938. The increased Farm Security group receiving commodities may be due to the fact that the eligibility of Farm Security cases to receive surplus commodities has been recognized to a greater extent during this period in 1939 than in 1938.

RECIPIENTS OF SURPLUS COMMODITIES BY TYPE OF CASE

January, February, March, 1939

Type of Case	JANUARY		FEBRUARY		MARCH	
	Number	Percentage Change From 1938	Number	Percentage Change From 1938	Number	Percentage Change From 1938
Total						
Cases	26,335	+45.6	27,539	+47.4	27,834	+42.6
Persons	108,116	+52.7	113,061	+52.4	114,503	+48.0
General Relief						
Cases	13,666	+42.9	14,442	+37.8	14,244	+20.8
Persons	48,043	+42.8	51,232	+37.5	49,918	+17.4
Marginal (including WPA)						
Cases	7,381	+63.8	7,488	+69.5	7,867	+101.1
Persons	39,192	+82.1	39,360	+81.7	41,744	+115.0
Aid to Dependent Children						
Cases	3,171	+28.1	3,535	+42.3	3,662	+46.6
Persons	13,738	+31.3	15,026	+38.2	15,468	+41.0
Old Age Pension						
Cases	1,399	+47.4	1,270	+57.4	1,258	+55.5
Persons	3,632	+52.5	3,490	+70.7	3,463	+64.6
Farm Security						
Cases	594	+27.5	676	+84.2	673	+78.0
Persons	3,152	+28.7	3,579	+82.7	3,528	+75.3
Aid to the Blind						
Cases	124	-8.8	128	-.8	130	+4.8
Persons	359	-1.1	374	+3.0	382	+8.5

The Need of Case Work in a Public Relief Agency

By

ELLERY F. REED

Price 20 cents

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AMERICAN PUBLIC WELFARE ASSOCIATION

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CHICAGO, ILLINOIS

The term case work has been misunderstood and loosely used. In a discussion of the relationship of case work to public relief, the term should first be defined. Case work in the broader sense means individualization of service. Relief given on a case work basis means that the circumstances of each client are carefully ascertained, continued contact maintained and necessary assistance given relative to need for relief and other related problems. Dependency is not treated as an isolated problem, but rather as a symptom and outgrowth of other community and personal problems. The case worker administering relief no more gives relief without thought of other related problems and conditions than the doctor thinks of giving medicine without diagnosis, or consideration of the patient's need for rest, proper diet, etc. Dependency is rarely due to one cause only and relief is properly only one phase of treatment. True, there are cases in which little else than relief is needed, and these the qualified case worker will recognize just as the doctor recognizes the patient who needs only some simple remedy.

From the standpoint of the community, case work in connection with public relief, including so-called unemployment relief, is justified on three broad bases:—(a) public economy; (b) protection of the community; and (c) humanity.

Public Economy

In granting relief to any family, the public agency is answerable to the taxpayers for the proper and economical usage of public funds. The public agency must be mindful of the matter of public economy. If public economy, either immediate or in the long run, is to be served there must be case work service over and above mere investigation to determine eligibility for relief, and this is true even in the granting of relief to the able-bodied unemployed.

For example, if the case worker can discover other resources than that of public relief and so enable the relief client to leave the relief roll, the case worker has performed a service in the interest of public economy. Sometimes by proper interpretation of the client and his situation to a relative

or a group of relatives, or a former employer, or friends, at least temporary or partial assistance or employment may be secured for the client. Sometimes there are insurance policies with a cash value or loan value, or the client may be eligible for a government grant or hospital care. In case of the physically disabled, aid and encouragement by the case worker may be the means by which the client secures diagnosis and treatment of some physical ailment which has handicapped him in securing employment. Lack of teeth and dental care or dentures may so handicap a client both in appearance and health that he has little chance of securing employment. Appearance is important in securing a job. The client may need clothing different from that of the laborer and suitable to the type of work for which he is fitted. Interpretation of his situation to the client and his family by the case worker may be the means of reviving the morale and efforts of the client to help himself. By all of these means social case workers are daily saving clients from indefinite dependency and saving the community many times their salaries.

Protection to the Community

Case work in connection with public relief is also justified on the principle of protection to the community. Low income and relief families contribute a larger proportion of delinquent children, or children in danger of becoming delinquents or criminals than is true of the population at large. This is a natural outgrowth of bad neighborhood, housing and other conditions. The case worker who has had training in child psychology and child guidance, if case loads are not too heavy to permit individual acquaintance with individual families under care, may supply guidance; or persuade parents, where advisable, to consult a child guidance clinic, a psychiatrist or a visiting teacher; or the case worker may interest a character building or leisure time agency to give some individual attention to the child, thus diverting it from a future career of delinquency or crime. Case workers with time to contact clients in their homes and to consult references about them, recognize those in need of

treatment for mental illness, or mentally defective to a point dangerous to the community. Health problems are discovered in many cases, which, if not promptly and effectively treated, constitute a menace to the community. Such services on the part of case workers present themselves inevitably in connection with the administration of relief and demand prompt and skillful treatment from the standpoint of protection to the community, a protection which is both an economy and a matter of actual physical safety to the community at large.

Humanity

The third principle upon which case work in a public agency is based is humanity. It is hard to believe that even the most resistant of taxpayers would deliberately inflict suffering upon the unfortunate. Yet that is what is implied in the demand for very low and arbitrary maximum limits on administrative costs in public relief agencies. For example, a family evicted or about to be, especially if there is illness in the family, may need not only funds with which to pay rent, but also assistance in locating other quarters within the rent limits set by the agency. Landlords have become reluctant to accept relief clients as tenants, even when the first rent payment is offered. Such cases have not been uncommon in recent months. A similar case, recently brought to the attention of the author, was one in which a furniture company had reclaimed and removed practically every piece of furniture from a tenement home from which the father was absent. The mother was about to be confined, and there were three young children. Not even a bed was left in the home. This situation had developed, although the family was under the care of the public relief agency, an agency in which the average case load per case worker was several hundred families. The dictates of humanity alone, irrespective of public economy or safety, demand that sufficient social work service be given where necessary to avert such suffering and tragedy.

Case Work Not Forced on Clients

The qualified case worker does not force his services upon the client except in those instances where the protection of the community, or public economy, or legal provision requires it. The skillful worker seeks the cooperation of the client and respects his ideas and plans. The professional worker knows when and how and what service to render and when, on the other hand, no service at all is required.

No Arbitrary Classification of Relief Clients Realistic

No simple or arbitrary classification of relief clients is useful or realistic. There are, for example, very few so-called "simple unemployment relief cases." In the great majority of so-called unemployment cases, the ravages of unemployment and deprivation in the weeks or months, after regular employment has ceased, and the time when the family has reached the point of application and eligibility for relief, have developed problems which either were not present at all in the family before, or were present in milder degree. Very good evidence of this fact was found by the Committee appointed by C. M. Bookman late in 1932 to study 100 unemployment relief cases selected at random from the public relief rolls in Cincinnati. Miss Rose Porter of the Family Welfare Association of America assisted with the reading of records and the analysis of cases. The Committee reported as follows:

"In a large proportion of the families studied, serious problems were observed. * * * Serious health problems were evident in 65 cases; family relationship problems in 7; morale in 35; seriously inadequate housing conditions in 10; overcrowding in 22; unsanitary conditions in 27."

Some families showed several of these types of problems.

Many of these families had managed credibly their own problems during periods of employment, but unemployment, insecurity, lack of medical and dental care, poor diet, worry and discouragement had ravaged health, morale, family solidarity, and character. There were indeed some families who needed only the occasional friendly contact of the case worker to determine the continuance, and extent of their need for relief. With few exceptions, even those more fortunate families had been reduced to a marginal condition where at any time their status of relative competence to manage their own problems might break down thus placing them definitely in need of some social case work service. It is a problem in case work, as in medicine, to render such service before the condition becomes too serious and complicated or reaches emergency proportions. In fact preventive social service may have as much significance and value as preventive medicine, and this is no field for untrained, incompetent or overburdened case workers.

Case Work in Relation to Diet

Light has sometimes been made of the concern of social workers for the diet of relief clients. However, intelligent relief administrators in public relief agencies have commonly found it advisable to employ a dietetic expert, especially in large agencies. This service is important from the standpoint of public economy. Relief appropriations are always limited in amount. It consequently becomes particularly important that advice and assistance be given clients concerning the best food values. If children cannot be given an adequate supply of fresh milk and orange juice, it is good public economy and common sense that parents be informed that condensed milk and tomato juice contain the same food values at lesser cost. Case workers have in fact been able to do much in educating mothers in the better care of their children. The high infant mortality and morbidity rates, malnourishment, under-development and rickets among the children of the poor are evidence of the need of such educational efforts. Such case work efforts yield large returns in the health of future citizens.

Case Work and Employment Service

Employable relief clients should have the benefit of employment counselors and public employment exchanges. However, the case worker frequently has also a function in this connection. Clients are commonly ignorant of vocational training resources in the community and need encouragement and assistance to take advantage of them. Not infrequently also conditions of health, depleted morale, family relationships, misunderstandings with former employers, loss of status in trade unions, inadequate relief, etc., stand in the way of retraining or reemployment of the client. Without skillful treatment of some of these underlying individual circumstances and problems, the services of vocational guidance experts, retraining agencies and employment exchanges may be ineffective.

Does Case Work Create "Permanent Dependency"?

Case workers have been accused of "creating permanent dependency" by coddling clients and "using the same tools" for all types of cases. They have even been accused of perpetuating the relief problem to retain their jobs. Nothing is more contrary than the latter to the ethics and practice of the social work profession. Social workers have long recognized that social services are not a substitute for social justice. The competent case worker no more uses the same tools or methods of treatment

for all types of client problems than does the competent physician give one prescription for all cases.

Permanent dependency has been created much more generally by lack of adequate case work service than by too much of it. Permanent dependency on a large scale has been created throughout the depression, and is still being created, all over the country by lack of adequate relief, lack of needed medical care and treatment, lack of dental services, over-crowded and unsanitary living quarters, inadequate and poor diet, accident and death, delinquency and crime, public prejudice, discrimination of employers against relief clients, lack of opportunities for retraining, and long periods of unemployment. In view of such widespread conditions in recent years, it is obviously ill-founded to blame social case work for the increase in permanent dependency.

Some careful studies have been made in the last two years which show that case work results in greatly increasing the turnover of case loads in public relief agencies, or in other words, in decreasing the average length of time which relief clients remain on the relief rolls. The first of these studies measuring the effect of case work in this way was made in connection with an experiment carried on by the Hamilton County Department of Welfare in the six months following the close of F.R.A. This study showed that as a result of increasing the amount of field supervision and case work on a sample group of cases, the average duration of these cases was only 6.8 months as compared with an average of 10.2 months for others of similar nature. This marked decrease in the average duration of cases resulted in a saving per 100 cases of \$8,700 or nearly one-third. A similar study has since been made in Los Angeles which showed equally striking results. The Relief Administration in Chicago recently made a somewhat similar study with the same results. Thus, very far from producing permanent dependency, the best evidence shows quite the contrary to be true of social case work.

Criticism of Social Workers

Many criticisms have been publicly directed at social workers in the last few years. These have been accounted for by some on the grounds that social workers have insisted upon too much case work, sometimes spoken of as "coddling" of the unemployment relief client. This, it is said, has created permanent dependency and kept relief rolls at an unnecessarily high level. This is an unsound analysis of the situation.

It was almost inevitable with the great increase in the relief burden that taxpayers should be in-

clined to heap abuse and blame upon any group responsible for the administration of relief. Many taxpayers unfamiliar with actual social and economic conditions have been unable to believe that so many people needed relief; this in spite of the repeated censuses of unemployment showing three or four times as many unemployed as were on the relief rolls.

A further reason for the criticism has been the large number of poorly trained and incompetent persons employed in the administration of social work. This has been due to inadequate supply of well qualified social workers, failure to realize the need for skilled services and the spoils "system" of political appointment. Critics have rarely distinguished between the qualified social worker and others occupying social work positions.

Social workers have also been subject to public attack by politicians who wanted the jobs. Professional social workers have stood for Civil Service and the merit system. It may be admitted that social workers have not always defended their position against politicians wisely.

Still another reason for the criticisms of social workers has been the arbitrary limitation of funds for administration of relief. This has meant inadequate case work and consequently less control and more mistakes in the giving of relief with consequent unfavorable public reaction.

Counsel of Social Workers

The counsel and advice of social workers since it is a comparatively new profession has not been sought nor generally considered as in the case of other older professions. This no doubt grows out of the same conditions giving rise to the above discussed criticism of social workers. There are, however, competent and experienced people in the social work field. Their counsel would more generally have been effective if they had more often been in executive positions and if they had not been so absorbed in trying to do credibly the actual work involved in the administration of relief.

The counsel of qualified social workers with actual experience in case work is unanimous that, with appropriate adaptation to the circumstances of the public relief agency, case work is sound and advisable. Experienced social workers do not advocate extreme or unreasonable applications of case work of psychiatric and intensive character in public relief agencies, nor do they advocate unnecessary or excessive services or investigations upon clients; but they do stand for the application of skilled case work service when and as called for in each case, to insure the administration of relief in accord with the basic principles of public economy, safety, and humanity.

Aid to the Blind

(Continued from Page 21)

the open case load at the end of March—an increase of 18 over the number at the end of March, 1938.

All of the 30 persons approved for Aid to the Blind were white; their ages ranged from 18 to 85 with a large majority over 50 years of age; all except

one were native-born. More than half of these persons were not receiving any form of public assistance at the time of investigation; General Relief, Old Age Pension, or Farm Security was received by the remaining number.

RECIPIENTS OF AID TO THE BLIND AND OBLIGATIONS INCURRED FOR CARE

January 1, 1939—April 1, 1939

Month	Number Recipients	Obligations Incurred for			
		Total	Money Payments	Hospitalization and Treatment	Burials
Total.....		\$52,814.57	\$50,202.13	\$2,137.44	\$475.00
January.....	621	\$17,590.90	\$16,983.71	\$ 607.19
February.....	610	17,700.21	16,562.71	737.50	\$400.00
March.....	616	17,523.46	16,655.71	792.75	75.00

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