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Colorado

State Department of Public Welfare

Quarterly Bulletin

Vol. 3

October, November, December, 1939

No. 4

Annual Report, 1939



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

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Colorado
State Department of Public Welfare
Quarterly Bulletin

Vol. 3

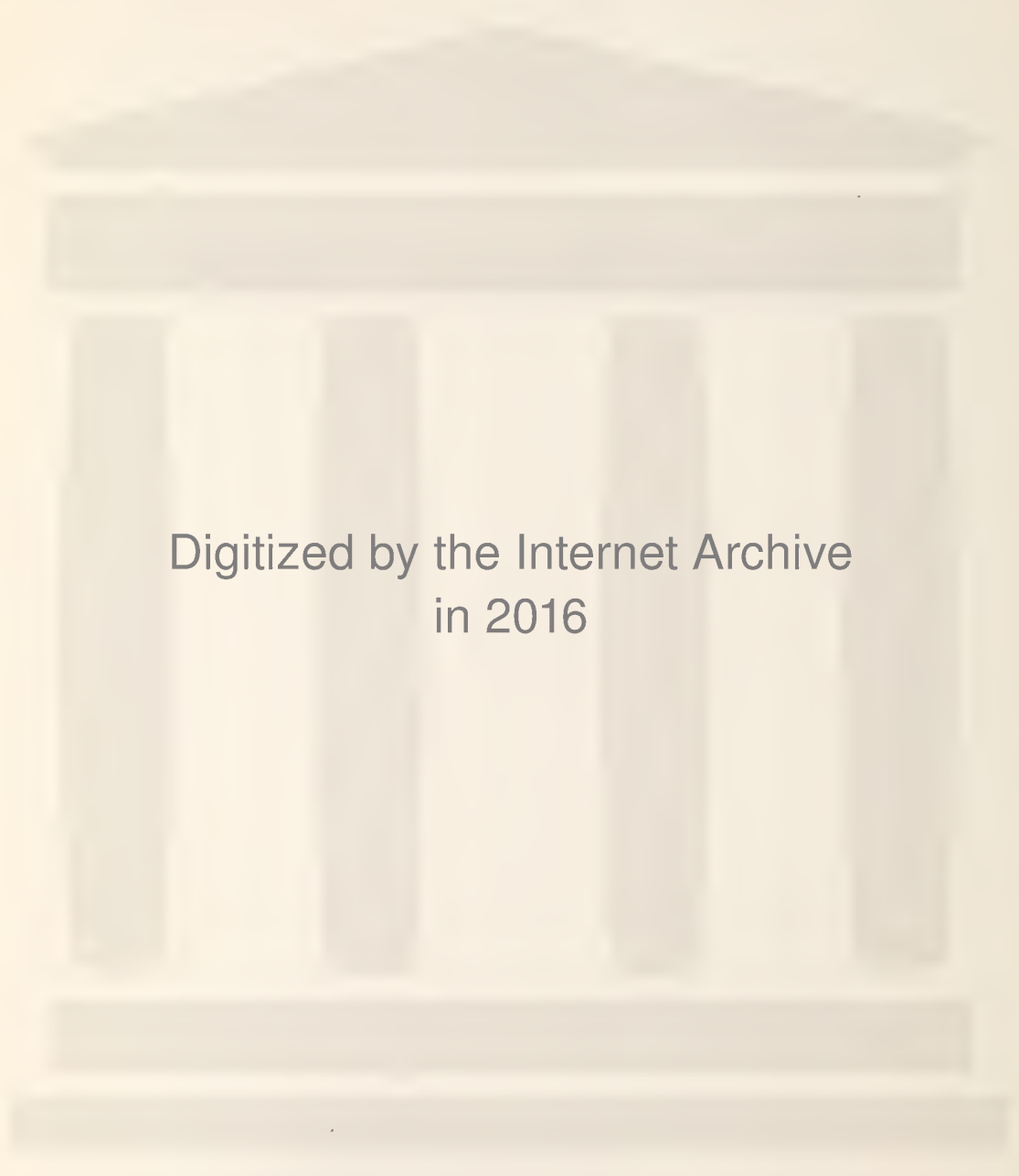
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Honorable Ralph L. Carr
Governor of Colorado

COLORADO
STATE DEPARTMENT OF PUBLIC WELFARE

Earl M. Kouns, Director

Honorable Ralph L. Carr, Governor

STATE BOARD OF PUBLIC WELFARE

HERBERT FAIRALL, Chairman

FRED B. ORMAN

C. E. ADAMS

ROY A. DAVIS

DR. A. T. MONISMITH

FLORENCE HUTSINPILLAR

EARL M. KOUNS, Executive Secretary

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Members of County Boards of Public Welfare *

As of December 31, 1939

DISTRICT I

Adams County
George S. Kemp, Chairman
Frank Larson
George A. Welsh

Boulder County
Dr. C. L. Smith, Chairman
Joe Carlson
Elmer W. Hetzer

Clear Creek County
George H. Curnow,
Chairman
William F. Buckley
William E. Walthers

Denver County
Carl Ph. Schwalb, Manager
Health and Charity

Gilpin County
A. M. Fairchild, Chairman
George McLaughlin
W. T. Sterling

Jefferson County
George J. Deviny,
Chairman
James G. Biggins, Jr.
George W. Parfet

Summit County
Andrew Lindstrom,
Chairman
Charles W. Bradley
Henry Recen

DISTRICT II

Chaffee County
S. L. Taber, Chairman
John Mundlein
J. R. Rawlings

Custer County
H. E. Schwab, Chairman
Albert Lehrer
J. B. Overfelt

Fremont County
Finis Parks, Chairman
W. R. Griffiths
Frank Zavislan

Huerfano County
Clyde Johnson, Chairman
Sabino Archuleta
Waldo Smith

Las Animas County
William F. Robinson,
Chairman
John Kancilia
Donaciano Vigil

Pueblo County
Pete Hughes, Chairman
J. W. Goss
John E. Hill

DISTRICT III

Jackson County
William Simpson, Chairman
M. P. Cloonan
John A. Peterson

Larimer County
William Quigg, Chairman
Ernest Fischer
Henri S. McClelland

Logan County
D. J. Harman, Chairman
Tom Moore
Ray Rieke

Morgan County
W. J. Murchy, Chairman
Scott Crook
O. B. Schooley

Phillips County
Arthur Falk, Chairman
S. J. Meakins
D. F. Sagehorn

Sedgwick County
G. H. Austin, Chairman
Frank Austin
Oscar Franson

Weld County
Fred Arens, Chairman
Fred Ford
A. R. Riggs

DISTRICT IV

Arapahoe County
Charles D. Courtright,
Chairman

William C. Giggall
Charles O. Sevier

Douglas County
Underwood Jewell,
Chairman
D. N. Gilbert
C. H. Lowell

Elbert County
E. F. Ager, Chairman
Dewey Carnahan
R. W. Lambert

El Paso County
Emmett R. Knight,
Chairman
Charles N. Ellis
J. Z. McCullough

Park County
Wilbur C. Lewis, Chairman
A. L. Archer
Van Richardson

Teller County
Alf Coulson, Chairman
W. P. Asbury
William B. Moore

DISTRICT V

Baca County
C. L. Bosley, Chairman
E. S. Benson
W. A. Hamilton

Bent County
Alva C. Bart, Chairman
O. H. Lubers
O. L. Robinson

Crowley County
Henry H. Dillon, Chairman
E. G. Clatworthy
B. Q. Norris

Kiowa County
P. O. Meyer, Chairman
H. H. Hooker
A. F. Wenger

Otero County
D. P. McClaren, Chairman
J. R. Cole
Frank Ritchie

Prowers County
Ray McGrath, Chairman
W. H. Straney
E. E. Vincent

DISTRICT VI

Cheyenne County
Elmer Pearson, Chairman
F. H. Hadley
C. F. Kibbee

Kit Carson County
Harley Rhoades, Chairman
G. M. Baxter
Tom Kennedy

Lincoln County
Joseph S. Neff, Chairman
Robert E. Bucklen
Thomas H. McCallum

Washington County
Ray S. Stanley, Chairman
Vern E. Beck
Ray L. Sergeant

Yuma County
Walter A. Thompson,
Chairman
Frank Catchpole
R. E. Veal

DISTRICT VII

Archuleta County
Fred Catchpole, Chairman
R. M. Farrow
Dailey Hott

Delta County
Harry S. Wood, Chairman
William F. Blaine
Edward H. Crawford

Dolores County
Edward Baer, Chairman
Milton Hughes
Roy West

La Plata County
W. I. Gifford, Chairman
Peter Scott
Dwight S. Sexton

Mesa County
H. Grady Puett, Chairman
E. A. Burch
W. F. Perkins

Montezuma County
J. L. Martin, Chairman
Frank Philley
Harry Rogers

Montrose County
C. C. Sheats, Chairman
H. E. Magraw
Fred Sullivan

Ouray County
William McCullough,
Chairman
Buel H. Adams
G. U. Brown

San Juan County
D. E. Smith, Chairman
Louis Dalla
Lewis E. Loback

San Miguel County
William Finnegan,
Chairman
Paul Cornforth
Forest White

DISTRICT VIII

Alamosa County
S. B. Collins, Chairman
J. A. Meehan
R. C. Mullings

Conejos County
Frank W. Russell, Chairman
Manuel Chavez
W. Fred Haynie

Costilla County
Jerry L. Morris, Chairman
W. S. Parrish, Sr.
Albertano Trujillo

Gunnison County
B. H. Jorgensen, Chairman
H. L. Corder
W. H. Whalen

Hinsdale County
Ivan O. Vickers, Chairman
James Davies, Jr.
Charles H. Harkness

Mineral County
William J. Russell,
Chairman
B. C. Hosselkus
W. Wallace Wright

Rio Grande County
W. C. Lewis, Chairman
O. A. Lindstrom
R. S. Loser

Saguache County
W. E. Gardner, Chairman
Jacob Barsch
George H. Curtis

DISTRICT IX

Eagle County
Alfred M. Sloss, Chairman
Wayne T. Jones
Harry A. Nottingham

Garfield County
Otto Hahnwald, Chairman
Kenneth A. Baillie
James Conto

Grand County
Arthur M. Wold, Chairman
George H. Dean
James E. Quinn

Lake County
Thomas Starr, Sr.,
Chairman
Charles W. Sundquist
B. A. Swanson

Moffat County
Van A. James, Chairman
Waller Barnes
C. C. Dolan

Pitkin County
Orest A. Gerbaz, Chairman
G. B. Brown
Boyd R. King

Rio Blanco County
Thomas Franks, Chairman
Hugh Caldwell
James Coordes

Routt County
Claude A. Luekens,
Chairman
Joseph F. Long
Henry J. Summer

*"The County Board of Public Welfare shall consist of the Board of County Commissioners in each county, except that the Board of County Commissioners as used herein, shall mean, in the City and County of Denver, the Department of Health and Charity."—Chapter 5, 1936 Session Laws, Second Extraordinary Session.

Table 1.

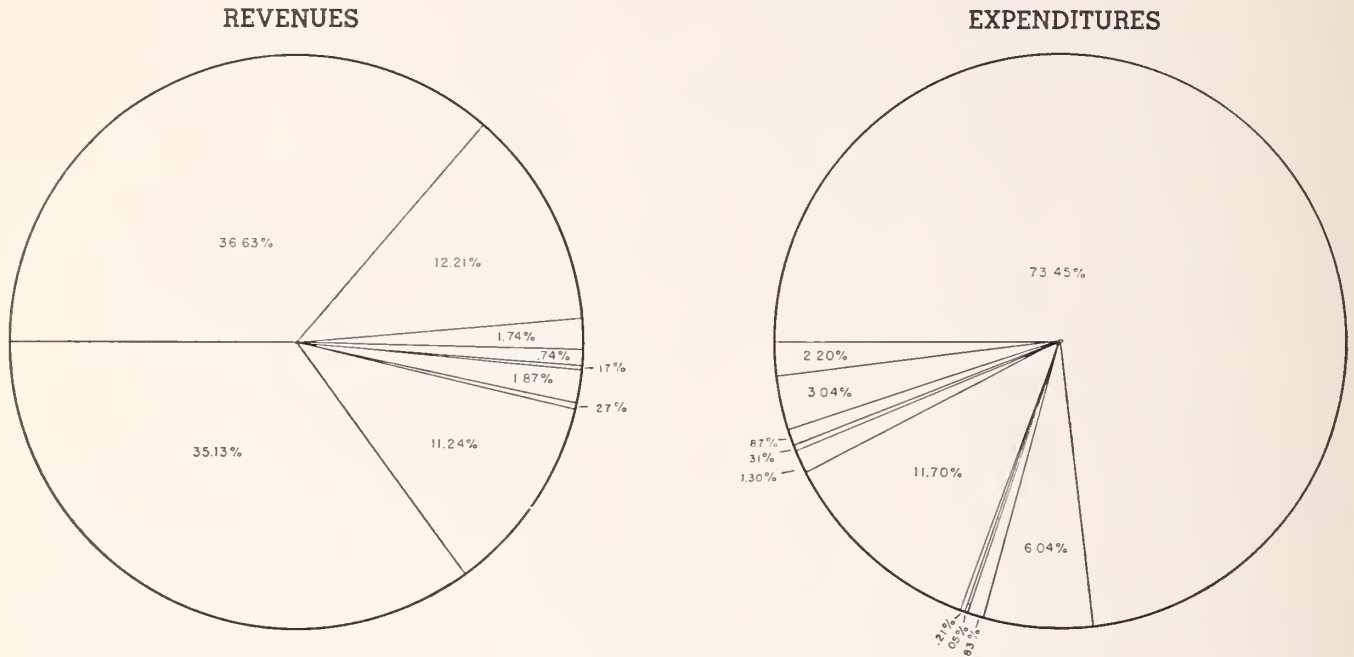
STATE AND FEDERAL FUNDS ALLOTTED TO COUNTIES FOR WELFARE PURPOSES

Year 1939

Counties	Unemployable Relief	Old Age Pensions	Aid to the Blind	Aid to Dependent Children	Public Welfare Administration	Tuberculosis Aid	Total
Adams	\$ 30,210.69	\$ 193,275.92	\$ 1,436.84	\$ 18,180.68	\$ 7,142.35	\$ 346.97	\$ 250,593.45
Alamosa	17,275.50	81,810.81	1,000.50	5,260.66	2,450.99	.....	107,798.46
Arapahoe	50,561.65	365,804.09	3,834.64	41,238.87	12,851.09	1,875.29	476,165.63
Archuleta	6,549.75	57,160.64	270.00	1,624.00	2,744.87	.....	68,349.26
Baca	16,928.72	118,665.46	.....	7,885.22	6,208.45	113.28	149,801.13
Bent	11,811.00	115,768.01	1,530.00	5,142.68	5,867.96	544.49	140,664.14
Boulder	59,977.87	425,533.84	4,570.00	28,644.49	18,971.80	5,924.12	543,622.12
Chaffee	22,500.98	118,232.20	2,020.61	10,682.00	4,634.34	.....	158,070.13
Cheyenne	5,360.50	59,477.10	877.61	3,067.01	2,532.29	.....	71,314.51
Clear Creek.....	7,843.35	36,721.92	1,192.50	3,956.67	1,921.64	.....	51,636.08
Conejos	23,272.16	159,451.90	1,417.50	6,513.99	5,099.27	455.30	196,210.12
Costilla	16,070.95	97,311.98	1,417.50	2,370.65	5,299.94	.....	122,471.02
Crowley	9,731.75	77,533.85	816.37	5,110.66	2,855.72	1,179.31	97,227.66
Custer	2,470.51	45,228.10	2,025.00	2,072.00	1,840.23	.....	53,635.84
Delta	16,627.50	234,751.86	3,765.19	20,045.65	8,554.12	1,692.70	285,437.02
Denver	755,031.34	3,757,267.32	32,543.89	368,725.32	141,783.39	7,372.16	5,062,723.42
Dolores	3,464.76	23,359.98	112.50	1,923.36	1,389.55	.....	30,250.15
Douglas	5,473.50	38,844.75	700.51	5,769.00	2,187.26	.....	52,975.02
Eagle	7,774.74	53,422.01	.....	5,959.34	2,331.15	1.25	69,488.49
Elbert	7,177.10	67,786.37	228.75	5,577.50	3,577.18	.....	84,346.90
El Paso.....	102,940.19	801,954.37	10,930.52	46,860.44	26,628.72	4,635.84	993,950.08
Fremont	54,972.85	344,643.48	4,484.62	22,894.81	7,803.92	462.16	435,261.84
Garfield	14,182.90	154,340.13	2,078.25	12,176.11	7,174.37	451.30	190,403.06
Gilpin	4,560.45	20,739.83	.....	2,157.79	1,468.17	.....	28,926.24
Grand	3,655.45	28,096.06	979.50	828.00	1,841.79	.....	35,400.80
Gunnison	12,469.50	49,358.00	361.52	4,300.01	3,138.30	101.53	69,728.86
Hinsdale	1,475.63	4,395.53	.....	120.00	120.00	.....	6,456.64
Huerfano	71,142.00	297,556.35	2,913.75	503.32	14,924.49	527.37	387,567.28
Jackson	684.36	12,480.01	.....	1,571.33	732.19	.....	15,467.89
Jefferson	52,442.10	313,509.89	6,112.29	37,968.81	11,850.29	1,256.75	423,140.13
Kiowa	10,925.00	58,418.46	448.28	3,827.66	3,582.21	.....	77,201.61
Kit Carson	14,435.90	169,520.67	810.00	10,880.66	5,271.68	.....	200,918.91
Lake	13,579.10	46,566.92	1,117.50	4,442.67	2,249.96	67.02	68,023.17
La Plata.....	20,805.50	204,009.69	2,297.97	11,844.42	6,463.62	457.45	245,878.65
Larimer	73,172.75	524,194.65	4,513.88	39,822.40	23,614.05	2,088.52	667,406.25
Las Animas.....	103,056.23	507,710.23	10,242.00	26,888.64	25,247.27	1,779.24	674,923.61
Lincoln	11,205.75	105,644.55	1,587.00	6,900.16	4,212.98	797.06	130,347.50
Logan	26,213.94	179,084.55	3,224.25	15,271.33	5,906.48	463.14	230,163.69
Mesa	19,682.23	350,842.77	3,992.54	14,157.03	12,988.27	2,615.32	404,278.16
Mineral	938.08	8,659.65	.....	376.66	585.54	.....	10,559.93
Moffat	8,057.60	62,884.92	225.00	4,472.53	2,539.14	87.94	78,267.13
Montezuma	14,902.18	110,016.59	1,423.87	8,553.66	3,326.01	289.98	138,512.29
Montrose	14,192.90	206,849.99	1,921.50	6,087.99	4,931.75	.....	233,984.13
Morgan	25,513.30	217,034.69	2,119.50	22,828.69	5,438.08	.....	272,934.26
Otero	36,214.25	285,865.87	4,516.50	26,198.67	15,040.09	2,573.85	370,409.23
Ouray	4,168.56	34,371.06	607.50	3,084.00	909.42	.....	43,140.54
Park	2,858.54	35,770.83	.....	1,742.84	1,947.80	.....	42,320.01
Phillips	9,074.71	66,087.38	266.25	4,910.69	1,325.26	.....	81,664.29
Pitkin	5,749.00	38,545.89	465.36	2,776.00	1,640.31	.....	49,176.56
Prowers	30,757.78	182,112.31	2,573.93	25,899.36	8,134.80	3,367.14	252,845.32
Pueblo	160,008.88	788,780.03	12,071.39	61,626.00	35,079.03	3,215.19	1,060,780.52
Rio Blanco	3,781.34	38,400.09	.....	3,730.01	1,816.65	27.89	47,755.98
Rio Grande	16,040.86	126,042.76	1,092.01	6,113.68	4,478.85	280.61	154,048.77
Routt	8,767.88	111,786.93	1,642.61	10,865.32	4,325.10	130.16	137,518.00
Saguache	5,494.00	76,320.62	420.00	3,426.33	2,550.63	.....	88,211.58
San Juan	2,722.77	12,947.35	.....	916.00	1,163.48	.....	17,749.60
San Miguel	5,366.72	34,813.95	843.75	1,228.66	1,751.62	452.24	44,456.94
Sedgwick	5,455.00	58,600.11	45.00	5,132.01	1,734.54	197.13	71,163.79
Summit	3,134.15	23,129.76	.....	748.00	1,460.91	.....	28,472.82
Teller	10,544.39	88,846.76	1,917.00	3,808.69	2,765.59	332.27	108,214.70
Washington	11,173.25	112,809.65	1,440.00	11,889.69	4,410.64	.....	141,723.23
Weid	121,732.25	688,411.63	6,765.75	79,379.08	32,499.15	6,791.27	935,579.13
Yuma	16,667.55	169,266.22	1,485.00	14,461.33	6,827.88	758.30	209,466.28
TOTALS	\$2,211,032.09	\$13,878,829.29	\$ 157,695.70	\$ 1,123,421.23	\$ 552,490.10	\$ 53,711.54	\$17,977,179.95

Chart I.

STATE PUBLIC WELFARE FUND
SOURCES AND AMOUNTS OF REVENUE, AND DISTRIBUTION AND AMOUNTS OF EXPENDITURES
SHOWING RELATION OF EACH AMOUNT TO TOTALS
YEAR, 1939



Revenues, Year 1939

Source	Amount	² Percentage
Sales Tax.....	\$ 6,819,939.07	36.63
Liquor Tax.....	2,274,082.60	12.21
Use Tax.....	323,070.71	1.74
Inheritance Tax (10%).....	137,217.47	.74
Incorporation Fees.....	1,137.24	.....
Recoveries.....	31,143.72	.17
License Fees, Cities and Towns.....	347,492.14	1.87
Tuberculosis Appropriation..	50,000.00	.27
Unemployable Relief Appropriation.....	2,092,001.57	11.24
Federal Grants in Aid.....	6,541,731.75	35.13
Miscellaneous.....	1,742.51	.....
Total	\$18,619,558.78	100.00

¹Expenditures, Year 1939

Source	Amount	² Percentage
Old Age Pensions (Including Burials).....	\$13,877,004.17	73.45
Aid to Dependent Children....	1,141,877.07	6.04
Aid to the Blind (Inc. Burials and Treatment).....	157,385.08	.83
Recoveries Refunded to the Social Security Board.....	8,921.66	.05
Child Welfare Services.....	39,070.80	.21
Unemployable Relief.....	2,211,032.09	11.70
Distribution of Commodities..	245,286.82	1.30
Tuberculosis Expenditures....	58,772.91	.31
State Administrative Expense	164,040.82	.87
State's Share of County Administrative Expense.....	574,875.78	3.04
Transfers to General Fund....	415,508.95	2.20
Miscellaneous.....	240.70	.....
Total	\$18,894,016.85	100.00

¹Includes \$1,570,154.39 balance January 1, 1939, from 1938 revenues, the greater part of which was in the Old Age Pension Fund.

²Less than .01 not shown.

Table 2.

RECEIPTS, EXPENDITURES AND UNOBLIGATED BALANCE
Year 1939

UNOBLIGATED BALANCE, JANUARY 1, 1939.....	\$ 1,570,154.39
RECEIPTS:	
Sales Tax.....	\$ 6,819,939.07
Liquor Taxes.....	2,274,082.60
Use Tax.....	323,070.71
Inheritance Tax (10%).....	137,217.47
Incorporation Fees (10%).....	1,137.24
Recoveries—Old Age Pensions.....	31,143.72
License Fees—Cities and Towns (Liquor).....	347,492.14
Appropriation—Unemployable Relief.....	2,092,001.57
Appropriation—Tuberculosis Fund.....	50,000.00
Federal Grants-in-Aid.....	6,541,731.75
Miscellaneous Receipts.....	1,742.51
Total Receipts.....	18,619,558.78
TOTAL BALANCE AND RECEIPTS.....	\$20,189,713.17
EXPENDITURES:	
Old Age Pensions (Including Burials).....	\$13,877,004.17
Aid to Dependent Children.....	1,141,877.07
Aid to the Blind (Including Burials and Treatment).....	157,385.08
Old Age Pension Recoveries Paid to Social Security Board.....	8,921.66
Child Welfare Services—State Expense.....	20,318.42
Child Welfare Services—Federal Expense.....	18,752.38
Allotments for Unemployable Relief.....	2,211,032.09
Purchase and Distribution of Surplus Commodities.....	245,286.82
Tuberculosis Expenditures.....	58,772.91
State Administrative Expense.....	164,040.82
State's Share of County Administrative Expense.....	574,875.78
Transfer to General Fund.....	**415,508.95
Miscellaneous Expense.....	240.70
Total Expenditures.....	18,894,016.85
UNOBLIGATED BALANCE, DECEMBER 31, 1939.....	*\$ 1,295,696.32

*Includes \$945,218.90 in Old Age Pension Fund.

**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 partially meet the appropriation for General Relief.

Table 3.
EXPENDITURES FOR WELFARE PURPOSES FROM COUNTY FUNDS ONLY
YEAR 1939

Counties	Population 1930 Census	Aid to Dependent Children	Aid to the Blind	Welfare Administrative Expense	Assistance to Indigent Tuberculars	*General Relief	Total
Adams	20,245	\$ 9,294.57	\$ 400.53	\$ 5,253.18	\$ 353.74	\$ 25,143.12	\$ 40,445.14
Alamosa	8,602	2,693.34	345.00	1,957.17	.....	553.27	5,548.78
Arapahoe	22,647	21,122.96	1,247.50	8,722.78	1,787.12	41,633.79	74,514.15
Archuleta	3,204	898.00	90.00	1,999.55	.....	712.39	3,699.94
Baca	10,570	4,029.46	.....	3,926.10	113.30	13,029.91	21,098.77
Bent	9,134	2,557.33	497.50	4,044.05	469.79	4,234.56	11,803.23
Boulder	32,456	14,477.09	1,567.53	13,852.28	6,113.88	42,129.20	78,139.98
Chaffee	8,126	5,266.34	686.54	3,342.75	.....	4,350.50	13,646.13
Cheyenne	3,723	1,596.40	292.54	1,601.86	.....	4,714.49	8,205.29
Clear Creek	2,155	2,031.66	405.00	1,308.21	.....	4,934.72	8,679.59
Conejos	9,803	3,326.01	481.25	3,685.66	427.34	431.65	8,351.91
Costilla	5,779	1,193.25	477.37	3,803.25	.....	6,643.45	12,117.32
Crowley	5,934	2,560.67	257.12	2,591.89	1,305.30	5,127.82	11,842.80
Custer	2,124	1,036.00	667.50	1,391.36	.....	4,038.46	7,133.32
Delta	14,204	10,238.38	1,234.75	6,352.58	1,646.26	16,623.22	36,095.19
Denver	287,861	186,493.35	10,829.90	103,444.69	7,477.70	787,841.79	1,096,087.43
Dolores	1,412	958.81	32.50	1,071.42	.....	1,164.14	3,226.87
Douglas	3,498	2,933.34	228.86	1,578.94	.....	4,061.76	8,802.90
Eagle	3,924	3,046.32	.....	1,727.04	1.25	13,057.59	17,832.20
Elbert	6,580	2,757.25	77.50	2,513.15	.....	3,287.82	8,635.72
El Paso	49,570	23,342.71	3,631.14	20,227.61	4,679.58	69,962.60	121,843.64
Fremont	18,896	11,802.00	1,498.00	6,404.54	447.87	16,511.99	36,664.40
Garfield	9,975	6,209.55	705.25	5,336.87	450.63	20,942.02	33,644.32
Gilpin	1,212	1,098.47	.....	1,250.03	.....	4,597.08	6,945.58
Grand	2,108	434.00	311.50	1,319.44	.....	8,318.44	10,383.38
Gunnison	5,527	2,163.66	113.98	2,645.74	101.54	12,208.00	17,232.92
Hinsdale	449	60.00	.....	252.94	.....	311.41	624.35
Huerfano	17,062	269.35	971.25	9,887.04	527.36	33,758.54	45,413.54
Jackson	1,386	810.67	.....	544.54	.....	1,768.18	3,123.39
Jefferson	21,810	19,293.15	1,991.16	7,686.17	1,306.22	53,007.91	83,284.61

Kiowa	3,786	1,948.34	146.89	2,443.98	.....	4,863.48	9,402.69
Kit Carson	9,725	5,454.84	270.00	4,288.75	.....	11,939.40	21,952.99
Lake	4,899	2,363.66	372.50	2,392.22	85.31	3,096.21	8,309.90
La Plata	12,975	6,180.93	752.84	4,904.35	503.02	19,645.75	31,986.89
Larimer	33,137	20,089.44	1,512.12	18,233.84	2,626.82	103,300.50	145,762.72
Las Animas	36,008	13,396.36	3,334.00	16,924.01	1,692.34	9,103.29	44,450.00
Lincoln	7,850	3,577.59	526.50	3,047.71	875.94	12,191.37	20,219.11
Logan	19,946	7,839.33	1,084.50	4,718.22	556.97	19,010.45	33,209.47
Mesa	25,908	7,481.44	1,330.17	8,922.06	2,483.32	15,495.30	35,712.29
Mineral	640	190.01	.....	333.94	.....	310.00	833.95
Moffat	4,861	2,297.61	82.50	1,760.06	127.19	8,441.06	12,708.42
Montezuma	7,798	4,420.68	492.88	2,679.73	257.07	5,438.28	13,288.64
Montrose	11,742	3,107.84	642.75	3,435.52	.....	6,633.20	13,819.31
Morgan	18,284	11,557.64	691.50	4,420.68	.....	35,612.66	52,282.48
Otero	24,390	13,214.33	1,510.50	12,179.16	2,537.76	13,430.85	42,872.60
Ouray	1,784	1,535.33	210.00	632.97	.....	4,291.08	6,669.38
Park	2,052	928.49	.....	1,698.67	.....	7,799.01	10,426.17
Phillips	5,797	2,489.31	82.50	1,001.52	.....	3,877.90	7,451.23
Pitkin	1,770	1,406.00	134.26	1,079.12	.....	3,132.32	5,751.70
Prowers	14,762	13,318.20	880.85	7,999.79	3,338.57	24,616.91	50,154.32
Pueblo	66,038	31,869.50	4,000.81	27,299.24	3,442.72	65,657.18	132,269.45
Rio Blanco	2,980	1,888.34	.....	1,400.67	.....	3,697.54	6,986.55
Rio Grande	9,953	3,025.32	358.00	3,903.58	212.24	4,472.79	11,971.93
Routt	9,352	5,427.85	567.54	3,738.71	158.44	10,110.18	20,002.72
Saguache	6,250	1,780.75	147.50	1,868.94	.....	2,411.74	6,208.93
San Juan	1,935	462.00	.....	658.39	.....	5,821.29	6,941.68
San Miguel	2,184	644.34	290.00	1,132.94	345.61	5,170.95	7,583.84
Sedgwick	5,580	2,566.65	7.50	1,437.12	233.58	3,228.44	7,473.29
Summit	987	364.00	.....	989.59	.....	3,789.87	5,143.46
Teller	4,141	2,009.98	661.50	1,903.81	335.47	7,351.43	12,262.19
Washington	9,591	6,093.36	495.00	3,377.86	.....	13,090.41	23,056.63
Weld	65,097	40,605.66	2,346.63	23,327.44	6,877.04	96,900.37	170,057.14
Yuma	13,613	7,409.33	488.75	5,224.53	874.60	14,650.68	28,647.89
Totals	1,035,791	\$ 570,938.54	\$ 52,461.66	\$ 409,081.95	\$ 54,772.89	\$ 1,753,681.71	\$ 2,840,936.75

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

Table 4.
Federal and State Funds Allotted to Counties for Welfare Purposes¹
July 1, 1936—December 31, 1939

Year and Month	Total	State Special Relief ²	Old Age Pension ³	Aid to Dependent Children	Aid to the Blind ⁴	Child Welfare Services ⁵	Tuberculosis Assistance ⁶
Total	\$55,473,911.18	\$ 9,037,730.49	\$42,815,726.52	\$ 2,958,316.48	\$ 520,445.20	\$ 45,003.61	\$ 96,688.88
1936							
July	690,251.27	186,435.00	474,701.22	17,814.24	11,300.81	.....	.....
August	952,766.82	247,420.00	668,304.95	27,664.06	9,377.81	.....	.....
September	966,166.16	268,512.00	652,741.11	34,823.43	10,089.62	.....	.....
October	1,040,967.51	301,325.00	689,406.99	39,065.52	11,152.00	18.00	.....
November	1,110,241.55	349,090.00	708,180.65	41,255.55	11,697.35	18.00	.....
December	1,399,866.40	597,300.00	747,269.85	43,111.77	12,162.71	22.07	.....
1937							
January	1,128,799.42	307,625.00	761,285.07	46,233.60	13,591.90	63.85	.....
February	846,667.07	.....	779,254.26	54,549.65	12,761.16	102.00	.....
March	1,255,415.16	398,955.64	784,888.48	59,617.76	11,798.69	154.59	.....
April	1,052,201.09	168,866.66	807,285.24	63,560.30	12,087.22	401.67	.....
May	1,101,721.40	219,723.91	804,946.68	64,528.23	12,103.44	419.14	.....
June	1,093,781.34	222,427.24	792,849.63	65,839.10	12,094.67	570.70	.....
July	1,085,348.21	196,024.79	811,390.38	64,936.87	12,487.86	508.31	.....
August	1,083,723.91	197,539.66	808,123.07	65,783.90	11,751.08	526.20	.....
September	1,530,734.20	199,005.14	1,252,310.16	66,558.12	12,230.63	630.15	.....
October	1,423,961.81	201,005.97	1,144,428.11	65,613.88	12,087.00	826.85	.....
November	1,525,529.72	202,652.65	1,243,924.04	66,297.87	11,668.73	986.43	.....
December	1,627,080.32	197,820.76	1,349,574.97	66,493.57	12,010.28	1,156.52	24.22
1938							
January	2,542,061.47	198,783.00	2,258,247.62 ¹¹	67,470.28	12,306.81	2,350.14 ⁷	2,903.62
February	1,405,033.20	199,061.46	1,122,836.48	68,541.53	11,909.36	.....	2,684.37
March	1,239,962.34	197,781.06	957,094.17	70,364.39	12,119.71	1,272.58	1,330.43
April	1,266,884.95	197,562.99	980,487.15	70,452.63	12,452.90	1,426.51	4,502.77
May	1,259,717.36	195,195.95	975,866.13	72,131.36	12,508.77	1,503.35	2,511.80
June	1,272,491.88	194,147.47	987,784.63	74,165.07	12,276.61	1,594.22	2,523.88

July	1,354,858.13	193,819.76	1,065,794.51	75,553.30	12,726.50	1,499.83	5,464.23
August	1,252,102.77	199,961.92	958,881.92	75,313.79	12,218.39	1,427.91	4,298.84
September	1,331,635.23	198,491.99	1,039,333.17	75,496.23	12,961.85	1,573.92	3,778.07
October	1,372,977.92	193,570.45	1,085,890.90	75,780.27	12,657.12	1,781.15	3,298.03
November	1,387,518.39	200,978.01	1,089,027.45	77,347.13	12,932.56	1,997.99	5,235.25
December	1,428,435.91	195,614.92	1,134,788.24	78,531.85	13,225.96	1,853.11	4,421.83
1939							
January	1,510,727.71	190,358.59	1,220,088.03	79,894.75	14,026.74	1,858.69	4,500.91
February	1,422,208.96	199,182.50	1,116,406.79	86,704.51	13,106.93	1,863.69	4,944.54
March	1,354,939.10	198,227.50	1,041,885.18	95,781.18	13,252.66	1,820.76	3,971.82
April	1,402,246.22	200,154.50	1,089,390.90	93,726.21	13,043.60	1,749.23	4,181.78
May	1,327,753.21	197,418.75	1,017,354.18	94,803.41	12,851.60	1,796.31	3,528.96
June	1,414,630.22	198,440.00	1,100,619.37	95,446.96	12,503.61	3,389.18 ^s	4,231.10
July	1,544,534.57	170,986.00	1,260,300.24	95,250.31	12,754.44	.....	5,243.58
August	1,510,815.69	169,744.50	1,224,688.94	96,376.69	13,891.82	1,444.16	4,669.58
September	1,418,688.46	179,765.00	1,123,669.89	96,238.78	13,019.60	1,564.45	4,430.74
October	1,569,294.27	169,994.25	1,285,962.92	96,069.26	12,459.53	1,586.19	3,222.12
November	1,540,397.06	168,674.00	1,255,182.02	95,545.08	13,265.21	1,707.01	6,023.74
December	1,428,772.80	168,086.50	1,143,280.83	97,584.09	13,519.96	1,538.75	4,762.67

¹Allotments for administrative expense excluded.

²State Funds only.

³Money payments and burials—Federal participation only in money payments to Class A Pensioners.

⁴Money payments from Federal and State Funds; Hospitalization, Medical care, and Burials from State Funds included.

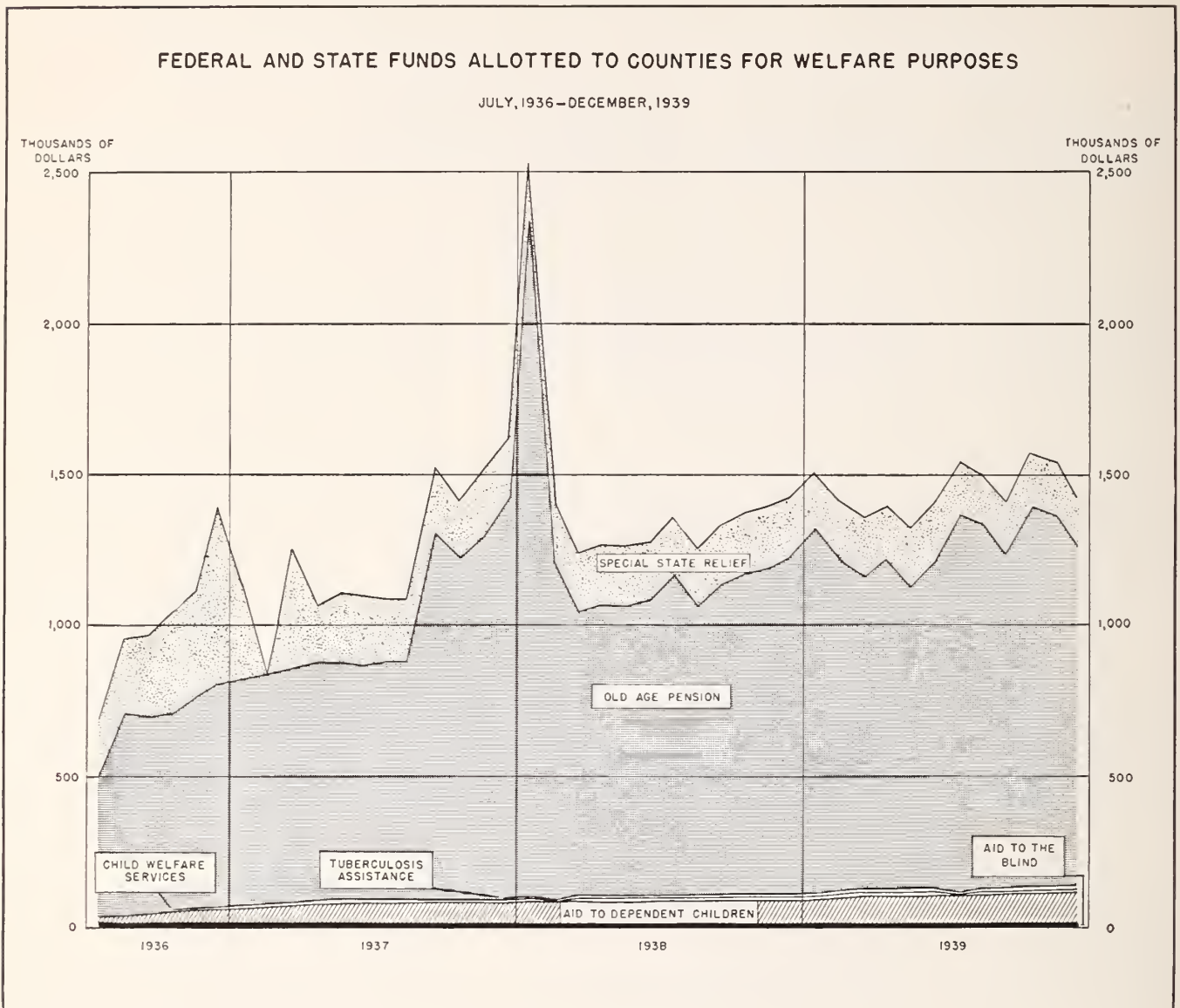
⁵Direct payments to recipients from State Funds only.

⁶January Bonus—\$966,507.08 included.

⁷February expenditures included.

⁸July expenditures included.

Chart II.



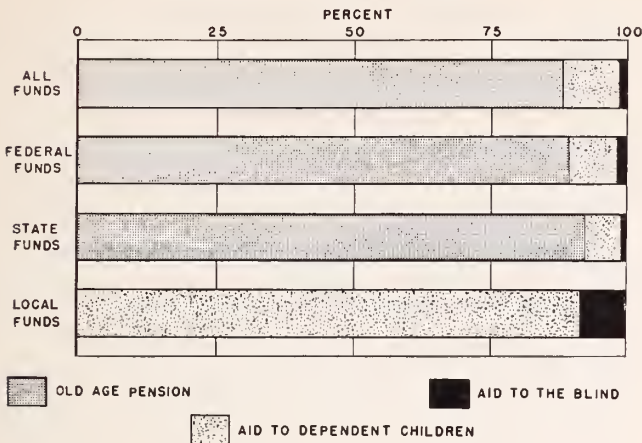
SOURCES OF FUNDS EXPENDED FOR THE SPECIAL TYPES OF PUBLIC ASSISTANCE IN 1939

Almost 16 million dollars was disbursed during 1939 in Colorado for assistance to recipients of Old Age Pension, Aid to Dependent Children, and Aid to the Blind. This amount includes disbursements for money payments to recipients, burials of persons approved for Old Age Pension and Aid to the Blind, and treatment for the prevention of blindness and restoration of sight of persons approved for Aid to the Blind. It excludes all cost of administering the programs.

The largest shares of the total were provided by the Federal and state governments, with 41.3 per cent supplied from Federal funds and 54.7 per cent from state funds. Local funds amounted to 4.0 per cent of the aggregate assistance payments.

The chart and table on page 10 show that by far the largest proportion of the total funds expended for the three programs was used for Old Age Pension. Of the 15.8 million dollars disbursed in

PERCENTAGE DISTRIBUTION OF EXPENDITURES FOR THE SPECIAL TYPES OF PUBLIC ASSISTANCE BY SOURCE OF FUNDS — 1939



As shown in the table, 89.7 per cent of Federal funds and 92.7 per cent of state funds were used to finance the Old Age Pension program. Only 8.7 per cent of the total Federal funds was disbursed for Aid to Dependent Children, as compared with 91.5 per cent of local funds and 6.6 per cent of state funds.

Marked differences exist among the three programs in the shares of assistance payments provided from Federal, state, and local funds. The table shows that Federal funds accounted for 42.2 per cent of disbursements for Old Age Pension and 47.9 per cent of disbursements for Aid to the Blind, whereas only 33.3 per cent of total disbursements for Aid to Dependent Children was supplied by the Federal government. This difference reflects, in part, the influence of the lower Federal matching ratio for Aid to Dependent Children—one-third within limits specified by the Social Security Act as compared with one-half for Old Age Pension and Aid to the Blind.¹

¹Effective January 1, 1940, Federal matching ratio for Aid to Dependent Children is increased to one-half by amendment to the Social Security Act of August 10, 1939.

1939, assistance to the needy aged amounted to 13.9 million dollars or 87.8 per cent; Aid to Dependent Children, 1.7 million dollars or 10.8 per cent; and Aid to the Blind, 0.2 million dollars or 1.4 per cent.

DISTRIBUTION OF NET DISBURSEMENTS FOR THE SPECIAL TYPES OF ASSISTANCE BY PROGRAM AND BY SOURCE OF FUNDS—1939

PROGRAM	NET DISBURSEMENTS FROM:			
	Total Funds	Federal Funds	State Funds	Local Funds
	Amount			
TOTAL	\$15,801,681.29	\$ 6,528,296.10	\$ 8,649,426.98	\$ 623,958.21
Old Age Pension.....	\$13,877,004.17	\$ 5,856,023.51	\$ 8,020,980.66	.....
Aid to Dependent Children.....	1,713,467.38	571,155.80	571,155.78	\$ 571,155.80
Aid to the Blind.....	211,209.74	101,116.79	57,290.54	52,802.41
	Percentage Distribution by Program			
TOTAL	100.0	100.0	100.0	100.0
Old Age Pension.....	87.8	89.7	92.7	.....
Aid to Dependent Children.....	10.8	8.7	6.6	91.5
Aid to the Blind.....	1.4	1.6	.7	8.5
	Percentage Distribution by Source of Funds			
TOTAL	100.0	41.3	54.7	4.0
Old Age Pension.....	100.0	42.2	57.8	.....
Aid to Dependent Children.....	100.0	33.3	33.3	33.3
Aid to the Blind.....	100.0	47.9	27.1	25.0

NEW ADMINISTRATIVE SERVICE UNDER THE PUBLIC ASSISTANCE DIVISION

Policies and Procedures

The appointment of a Consultant on Policies and Procedures, on July 1, 1939, to the staff of the State Department of Public Welfare resulted from a decision to change the method of formulating policies in the State Office. Since the organization of the Department of Public Welfare in April, 1936, bulletins have been issued by the State Office to notify the County Departments of any change in policy or of any new policies adopted by the State Board.

One of the first tasks of the Consultant on Policies and Procedures is that of classifying the policies

adopted by the State Board. These policies which have been expressed through the media of bulletins, inter-office communications, legal opinions, decisions of the State Board on appeals, and letters to counties on specific cases, will be incorporated in a manual in comprehensive form.

Through the efforts of this consultant and the cooperation of the division heads in the State Department, it is intended that a clear, practical, and complete manual of policies will be made available to those responsible for administering public welfare in this state.

Merit System

Amendments to the Social Security Act by Congress stipulated that after January 1, 1940, state plans for the administration of Old Age Pension, Aid to Dependent Children, and Aid to the Blind programs must provide methods relative to the selection of personnel on the basis of merit.

On November 1, 1939, the Social Security Board adopted the following minimum standards for a merit system:

"Merit-System Organization

"If a state has a state-wide civil-service system operating under standards substantially equivalent to those herein provided, such state civil-service system should be applicable to the state social-security agencies

"In the absence of a state civil-service system with substantially equivalent standards, there will be established a merit system administered by an impartial body herein referred to as the Merit System Council, the members of which are appointed by the administrative agencies or by the governor on recommendation of the administrative agencies, for stated overlapping terms, and no member of which is otherwise employed as an official or employee of any of the state agencies affected.

"In the interests of economy and of efficient administration a joint merit system should serve all the state social-security agencies . . . unless, because of special circumstances, it is not feasible to establish such a joint system.

"Prohibition of Discrimination

"Disqualification of any person from taking an examination, from appointment to a position, from promotion, or from holding a position because of political or religious opinions or affiliations will be prohibited.

"Limitation of Political Activity

"Participation of any employee of the state agencies, except those hereinbefore exempted,¹ in political activity will be prohibited except that an employee should have the right freely to express his views as a citizen and to cast his vote. Such prohibited political

¹Members of the unemployment compensation and employment-service advisory councils; members of unemployment compensation appeals tribunals and boards of review representing employer and employee interests; members of the state board, and the executive head of the single state agency administering public assistance; members of the state unemployment compensation commission, and the executive head of the state department responsible for the administration of unemployment compensation and employment-service functions; a confidential secretary to any of the foregoing exempted officials; attorneys serving as legal counsel; members of local representative public-assistance boards paid only for attendance at meetings; state and local officials serving ex-officio and performing incidental administrative duties in a social-security program."

activity will include in substance the activities prohibited in the rules of the United States Civil Service Commission.

"Classification Plan

"A classification plan for all positions in the agency, based upon investigation and analysis of the duties and responsibilities of each position, will be established and maintained. The classification plan will include an appropriate title for each class of position, a description of the duties and responsibilities of positions in the class, and requirements of minimum training, experience, and other qualifications suitable for the performance of the duties of the position.

"Compensation Plan

"A plan of compensation for all classes of positions in the agency will be established and maintained. Such plan will include salary schedules for the various classes in which the salary of a class is adjusted to the responsibility and difficulty of the work. The salary range for each class will consist of minimum, intervening, and maximum rates of pay to provide for salary adjustments within the range. In arriving at such salary schedules, consideration will be given to the prevailing rates for comparable positions in other departments of the state and to other relevant factors. The state administrative agencies will adopt plans for salary increases based upon quality and length of service. Salary laws and rules and regulations uniformly applicable to departments of the state government will be given consideration in the formulation of the compensation plan.

"Recruitment and Appointment of Personnel

"All positions in the state agencies, except those hereinbefore exempted,² will be filled by personnel selected on the basis of merit, and in accordance with standards and procedures set forth in rules and regulations for the merit system adopted by the state agency or the state civil-service authority.

"Regulations governing the administration of examinations will include the following provisions:

"Examinations will be administered by a Merit System Supervisor, appointed upon the recommendation of the Merit System Council. Qualifications for the supervisor will include training and experience in a field related to merit-system administration, and known sympathy with the principles of the merit system.

"Applicants admitted to examinations will meet the minimum requirements for the positions for which

²Id.

they apply as set forth in the specifications for the positions.

"Examinations for entrance to the service will be conducted on an open competitive basis, with adequate publicity, and with a reasonable period for filing applications.

"Examinations will be practical in nature, constructed to reveal the capacity of the applicant for the position for which he is competing and his general background and related knowledge, and will be rated objectively. A practical written test will be included, except that where exceptional qualifications of a scientific or professional character are required, and competition through an assembled examination is impracticable, an unassembled examination may be held.

"Examinations will also include: A rating of training and experience for the more responsible positions; an oral examination for positions requiring frequent contact with the public, or which involve important supervisory or administrative duties; and a performance test for positions involving the operation of office machines.

"The Merit System Supervisor will prepare and establish registers of eligibles in the order of their final scores and will maintain the registers, make certification of eligibility, and keep all examination records.

"All positions, not specifically exempted herein,³ are to be filled from registers of eligibles, except for emergency and provisional appointments for limited periods. Appointments will be made by selection from a limited number of the highest available eligibles on the appropriate register.

"In the absence of an appropriate register, provisional appointments may be made pending competitive examination, provided each provisional appointee is certified by the Merit System Supervisor as meeting at least the minimum qualifications established for the class of position, and further provided that no individual may receive successive provisional or emergency appointments.

"Personnel selected from registers to fill permanent positions will serve a fixed probationary period. Permanent appointment will be based upon an evaluation in writing of the performance of the employee during the probationary period.

"An employee of an agency who has received appointment under a merit system with standards substantially comparable to these, will not be required to take a new examination for the position to which he was appointed.

"An employee of an agency in which no comparable merit system has been in operation may obtain

status in his present position either through open competitive or qualifying examination as specified in the merit-system rules and regulations. Such rules and regulations may permit an employee in the service of the agency on the date of the issuance of these standards to be automatically admitted to the examination covering the position he held on such date, and may permit him to be retained at the discretion of the state agency, providing he attains a passing grade in such examination.

"Promotions

"Whenever practicable a vacancy will be filled by promotion of a qualified permanent employee of the agency upon the basis of capacity, and quality and length of service.

"Eligibility of an employee for promotion will be determined on recommendation of the agency and certification by the Merit System Supervisor that the employee meets the minimum requirements and is qualified for promotion to the class of position in question.

"Furloughs and Separations

"Regulations will be established by the agencies governing furloughs, suspensions, and separations, and governing leaves and the conditions for payment of salary at termination of services.

"Employees who have completed the required probationary period of appointment and acquire permanent status will not be subject to removal except for cause, unless separated for reasons of curtailment of work or lack of funds. In the event of removal, permanent employees will have the right of appeal to an impartial body through an established procedure provided for in the merit-system rules.

"Service Ratings

"A system of periodic service ratings for the evaluation of performance will be maintained. The manner in which such ratings are to be used in promotions, salary increases, and separations will be provided for by agency regulation.

"Personnel Records and Reports

"Such personnel records as are necessary for the proper maintenance of a merit system and effective personnel administration will be maintained by the state administrative agency. Periodic reports will be published by the Merit System Council."

On December 28, 1939, the State Board of Public Welfare adopted these minimum standards for a merit system in Colorado. Conferences have been held between the State Board of Public Welfare, the Governor, the Attorney General's office, and representatives of the Social Security Board to further effectuate the merit system in Colorado.

³Id.

Table 5.
ANALYSIS OF REVENUES AND EXPENDITURES, OLD AGE PENSION FUND
January 1, 1939, to December 31, 1939

	Sales Tax	Liquor Taxes	Use Tax	Inheritance Taxes (10%)	Incorporation Fees (10%)	Beer and Liquor Licenses Cities	Total
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
April	391,507.56	134,422.05	11,604.34	2,951.69	157.89	13,506.10	554,149.63
May	451,925.59	143,894.32	15,188.68	1,429.31	72.20	9,860.00	622,370.10
June	496,871.94	144,035.05	16,437.99	7,973.85	73.21	78,984.88	744,376.92
July	517,707.83	148,352.51	15,916.22	11,296.16	128.74	38,696.68	732,098.14
August	462,590.82	129,924.58	17,790.01	3,438.66	112.12	23,885.65	637,741.84
September	480,719.06	151,717.59	17,052.01	25,585.54	93.06	107,996.76	783,164.02
October	513,891.34	142,335.74	18,072.45	43,300.62	75.52	14,716.63	732,392.30
November	434,208.36	164,681.16	14,522.22	9,892.55	84.07	16,073.93	639,462.29
December	460,970.59	274,839.53	32,410.39	1,239.47	98.95	21,807.01	791,365.94
	<u>\$5,507,100.78</u>	<u>\$1,836,321.66</u>	<u>\$260,879.60</u>	<u>\$130,356.60</u>	<u>\$ 1,080.35</u>	<u>\$347,492.14</u>	<u>\$8,083,231.13</u>
Recoveries and Adjustments.....							18,884.96
Federal Grants-in-Aid.....							5,534,660.10
Total Revenues.....							<u>13,636,776.19</u>
TOTAL BALANCE AND REVENUES.....							<u>\$14,822,223.07</u>
EXPENDITURES:							
January	\$ 1,208,316.21	\$ 9,024.00	\$ 1,217,340.21				\$ 1,217,340.21
February	1,106,599.62	9,776.51	1,116,376.13				1,116,376.13
March	1,034,848.97	8,378.83	1,043,227.80				1,043,227.80
April	1,079,610.17	10,723.00	1,090,333.17				1,090,333.17
May	1,008,899.20	8,947.02	1,017,846.22				1,017,846.22
June	1,090,927.22	8,749.87	1,099,677.09				1,099,677.09
July	1,253,224.07	8,844.78	1,262,068.85				1,262,068.85
August	1,220,779.14	6,230.00	1,227,009.14				1,227,009.14
September	1,112,844.20	6,541.00	1,119,385.20				1,119,385.20
October	1,279,236.41	7,976.31	1,287,212.72				1,287,212.72
November	1,244,256.15	9,011.13	1,253,267.28				1,253,267.28
December	1,134,144.95	9,115.41	1,143,260.36				1,143,260.36
	<u>\$13,773,686.31</u>	<u>\$103,317.86</u>	<u>\$13,877,004.17</u>				<u>13,877,004.17</u>
BALANCE ON HAND, DECEMBER 31, 1939.....							<u>*\$ 945,218.90</u>

*This includes the sum of \$125,480.46 Federal Funds to be used in matching State Funds, and the balance represents the December, 1939, State collections to be used in making January, 1940, payments for Old Age Pensions and Burials.

Old Age Pensions

The \$45.00 Old Age Pension Act has been operative in Colorado since September 1, 1937, with the approval of the Social Security Board. Under the provisions of the Social Security Act, however, the Federal Government participates only in payments to eligible persons who are 65 years of age or over; there is no Federal reimbursement for the payments which Colorado makes to persons between the ages of 60 and 65 years—these payments come from state

funds exclusively. In Colorado, Old Age Pension recipients 65 years of age or over are designated as Class A and those 60 to 65 years of age, as Class B. The amount of Federal participation for persons 65 years of age or over has been 50 per cent but could not exceed \$15.00 for any one recipient. An amendment to the Social Security Act, however, effective January 1, 1940, increases the maximum which the Federal Government will pay with respect to any

Table 6. OLD AGE PENSION STATISTICS
January 1, 1939-January 1, 1940

Applications

Pending—December 31, 1938.....	955
Received during 1939.....	7,470
Total	8,425
Disposed of during the year.....	7,481
1. Assistance granted.....(81%) 6,057	
2. Assistance not granted.....(19%) 1,424	
A. Voluntary withdrawal..... 108	
B. Applicant deceased..... 32	
C. Denied	1,284
a. Residence requirements not met..... 330	
b. Personal property excess \$250.00..... 206	
c. Age requirements not met..... 196	
d. Sufficient resources	165
e. Real property (not home) excess \$500.00..... 150	
f. Transferred property..... 68	
g. Moved out of county..... 48	
h. Not a registered voter (Class B only)..... 40	
i. Citizenship requirements not met..... 31	
j. Relatives support..... 18	
k. In need of continuing institutional care..... 4	
l. Miscellaneous	21
m. Not stated	7
Pending—December 31, 1939.....	944

Cases Under Care

Continued from December, 1938.....	38,142
Added during 1939.....	6,057
Total	44,199
Closed during the year.....	3,647
Reasons for closing	
1. Death	2,585
2. Became self-supporting	347
3. Moved to another state.....	136
4. Real property (not home) excess \$500.00.....	109
5. Personal property excess \$250.00.....	109
6. Admitted to a public institution.....	106
7. Relatives support.....	88
8. Not eligible for original grant.....	80
9. Admitted to a voluntary institution.....	16
10. Transferred to Aid to the Blind rolls.....	6
11. Moved to another county in state.....	5
12. Miscellaneous	50
13. Not stated.....	10

Continued to January, 1940..... 40,552

individual over 65 years of age from \$15.00 to \$20.00 per month.

The County Departments of Public Welfare exert every effort to establish eligibility as soon as possible after application for assistance is made in order to shorten the waiting period. There were 955 pending applications in the files of the County Departments at the beginning of the year as compared with 944 applications at the end of the year. The County Boards of Public Welfare took formal action on 7,481 applications for Old Age Pensions during 1939 as compared with 9,297 in 1938. There was also a decrease, however, in the number of applications received—7,470 in 1939 and 8,312 in 1938. Of the total applications disposed of during 1939, 81 per cent met eligibility requirements and were granted Old Age Pensions. The applications which did not receive approval constituted 19 per cent of the total. In 1,284 of these 1,424 cases, the applicants failed to meet eligibility requirements. More than one-fourth of the 1,284 who were disallowed assistance were unable to meet the residence requirements. Resources, including personal or real property in excess of the amount allowable or income in cash or in kind, were responsible for approximately two-fifths of the disallowed applications, and 15 per cent of the denied applicants were unable to establish age. The law prohibits the transfer of property by a person in an attempt to qualify for Old Age Pension, and 68 applicants were denied on this basis. Forty Class B applicants failed to register at the last general election prior to filing application for Old Age Pension; the law requires this registration for Class B applicants only. The remaining bases for denial are indicated in the table on page 14.

The addition of 6,057 cases and the closing of 3,647 cases during the year resulted in an increment to the case load of 2,410 cases; this represents an increase of 6.3 per cent over the 38,142 in December, 1938, or a total of 40,552 cases at the end of December, 1939.

The table relative to Old Age Pension applications and cases under care during 1939 excludes transfers from one county to another county within the state. The enumeration for the state as a whole is not affected inasmuch as the case is closed in one county and accepted in another. If a recipient moved to another county in the state and the payments were discontinued, the closing is included in the table.

The number of cases closed during 1939 equalled approximately 60 per cent of the number accepted. This indicates that the program is becoming better established inasmuch as the ratio of closings to approvals was less than one-half in 1938. The table on page 14 shows the reasons for discontinuing aid

to the 3,647 cases which were closed during the year—death, the predominant cause, accounted for 70.9 per cent of the closings. Other means of support or ownership of real or personal property in excess of the amount allowed were the bases of closing an additional 18 per cent.

DISTRIBUTION OF CLASS A AND CLASS B OLD AGE PENSIONERS RECEIVING SPECIFIED MONEY PAYMENTS, NOVEMBER, 1939

Payment ¹	Recipients		
	Total	Class A ²	Class B ³
Total.....	39,837	36,443	3,394
\$35.00 and under \$37.00.....	17,045	15,741	1,304
33.00 " " 35.00.....	3,421	3,074	347
31.00 " " 33.00.....	6,382	5,782	600
29.00 " " 31.00.....	2,664	2,412	252
27.00 " " 29.00.....	2,389	2,164	225
25.00 " " 27.00.....	3,452	3,158	294
23.00 " " 25.00.....	1,038	960	78
21.00 " " 23.00.....	1,407	1,287	120
19.00 " " 21.00.....	379	343	36
17.00 " " 19.00.....	301	275	26
15.00 " " 17.00.....	520	462	58
13.00 " " 15.00.....	191	172	19
11.00 " " 13.00.....	302	284	18
9.00 " " 11.00.....	82	74	8
7.00 " " 9.00.....	80	76	4
5.00 " " 7.00.....	122	119	3
3.00 " " 5.00.....	32	31	1
1.00 " " 3.00.....	26	26	0
Under 1.00.....	4	3	1

¹Payment to each recipient was \$9.00 less than the authorized award because of insufficient Old Age Pension funds. \$36.00 maximum payment.

²Persons 65 years of age and over.

³Persons between the ages of 60 and 65 years.

The Old Age Pension pay rolls submitted by the counties in November, 1939, were analyzed to determine the distribution of recipients receiving specified money payments. As in November, 1938, approximately two-fifths of the total recipients received the maximum payment; this was \$36.00 in November, 1939, inasmuch as there was a \$9.00 deduction. The percentage of Class A recipients who received the maximum was higher than the percentage of Class B recipients—42.3 per cent and 37.7 per cent respectively. The amounts of the individual payments ranged from less than \$1.00 to \$36.00. Slightly less than 9 out of every 10 of the total recipients received \$25.00 or more.

The accompanying table shows some information obtained from the analysis of the November, 1939, Old Age Pension pay rolls by counties. The per cent of the total recipients who received the maximum payment ranged from 10.4 per cent in Costilla County

**OLD AGE PENSION: RECIPIENTS GRANTED AID
AND NUMBER AND PER CENT AWARDED
THE MAXIMUM
November, 1939**

Counties	Recipients		Per Cent Awarded Maximum
	Total	Awarded the Maximum	
TOTAL	39,837	16,689	41.9
Adams	590	171	29.0
Alamosa	240	70	29.2
Arapahoe	1,044	429	41.1
Archuleta	156	49	31.4
Baca	306	122	39.9
Bent	309	154	49.8
Boulder	1,299	449	34.6
Chaffee	327	151	42.2
Cheyenne	162	75	46.3
Clear Creek	109	34	31.2
Conejos	452	61	13.5
Costilla	316	33	10.4
Crowley	209	72	34.4
Custer	121	39	32.2
Delta	713	239	33.5
Denver	11,044	6,022	54.5
Dolores	65	20	30.8
Douglas	119	32	26.9
Eagle	139	64	46.0
Elbert	195	55	28.2
El Paso	2,247	1,019	45.3
Fremont	992	377	38.0
Garfield	454	160	35.2
Gilpin	56	15	26.8
Grand	76	32	42.1
Gunnison	155	37	23.9
Hinsdale	11	4	36.4
Huerfano	795	278	35.0
Jackson	34	16	47.1
Jefferson	970	296	30.5
Kiowa	155	61	39.4
Kit Carson	444	194	43.7
Lake	141	16	11.3
La Plata	587	233	39.7
Larimer	1,451	610	42.0
Las Animas	1,374	532	38.7
Lincoln	282	72	25.5
Logan	518	235	45.4
Mesa	1,071	377	35.2
Mineral	23	8	34.8
Moffat	167	61	36.5
Montezuma	322	113	35.1
Montrose	608	195	32.1
Morgan	596	309	51.8
Otero	827	248	30.0
Ouray	94	37	39.4
Park	103	13	12.6
Phillips	180	97	53.9
Pitkin	109	17	15.6
Prowers	499	232	46.5
Pueblo	2,247	874	38.9
Rio Blanco	107	46	43.0
Rio Grande	370	131	35.4
Routt	307	148	48.2
Saguache	227	80	35.2
San Juan	37	15	40.5
San Miguel	97	23	23.7
Sedgwick	156	72	46.2
Summit	65	32	49.2
Teller	253	70	27.7
Washington	302	108	35.8
Weld	1,951	690	35.4
Yuma	462	165	35.7

ber of recipients who received the maximum payment in these counties ranged from 35.4 per cent in Weld County to 54.5 per cent in Denver County. There is no evidence of any correlation between the size of case load and the percentage awarded the maximum payment.

The 36,609 Class A recipients in December, 1939, represented a 5.6 per cent increase over the 34,654 recipients in the same month of the preceding year. The number of Class B recipients showed a 14.2 per cent increase for the corresponding period. This large percentage increment in Class B pensioners probably signifies that, as the program becomes older, an increasing number of persons are able to fulfill the residence requirement of 35 years.

**AVERAGE AUTHORIZED AWARD, DEDUCTION,
AVERAGE PAYMENT
January 1, 1939—January 1, 1940**

Month	Average Authorized Award	Deduction	Average Payment
January	\$39.99	\$ 8.00	\$31.99
February	40.07	11.00	29.07
March	40.12	13.00	27.12
April	40.12	12.00	28.12
May	40.18	14.00	26.18
June	40.21	12.00	28.21
July	40.21	8.00	32.21
August	40.25	9.00	31.25
September	40.32	12.00	28.32
October	40.33	8.00	32.33
November	40.38	9.00	31.38
December	40.44	12.00	28.44

During 1939, the average monthly payment ranged from a low of \$26.18 in May to a high of \$32.33 in October. The average authorized award, however, increased every month with the exception of April and July when it remained the same as in March and June respectively. The wide variance between months in the average payment was a result of the prorated reductions which fluctuated from \$8.00 to \$14.00. These reductions were necessitated inasmuch as the revenues accrued to the Old Age Pension Fund were not sufficient to pay the full awards. The amount deducted from the authorized awards in any one month is the same for all recipients inasmuch as each person eligible for Old Age Pension is awarded \$45.00 in the case of no income, or the amount which if added to income in cash or kind totals \$45.00.

The average monthly payments received by recipients of Old Age Pension in Colorado exceeded the average of the United States in every month of 1939 even though the full amount of the authorized awards was not paid. The table on page 18 shows

to 54.5 per cent in Denver County. Consideration should be given to the fact that in many instances these percentages are biased by small case loads or other factors. More than one-half of the recipients of Old Age Pension resided in 6 counties, and the num-

CLASS A AND CLASS B RECIPIENTS OF OLD AGE PENSIONS
AVERAGE PER RECIPIENT, AMOUNT PAID
January, 1939-January, 1940

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						\$12,685,328.95 ³	\$ 1,145,245.98 ⁴	\$13,830,574.93 ⁵
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
April	35,408	3,183	38,591	28.14	27.89	996,355.32	88,783.65	1,085,138.97
May	35,509	3,195	38,704	26.20	25.96	930,222.91	82,932.40	1,013,155.31
June	35,606	3,218	38,824	28.22	27.99	1,004,902.10	90,080.42	1,094,982.52
July	35,750	3,261	39,011	32.23	32.04	1,152,206.36	104,489.03	1,256,695.39
August	35,926	3,292	39,218	31.26	31.09	1,123,224.72	102,340.80	1,225,565.52
September	36,114	3,326	39,440	28.34	28.15	1,023,379.54	93,630.33	1,117,009.87
October	36,318	3,370	39,688	32.35	32.20	1,174,755.56	108,518.57	1,283,274.13
November	36,443	3,394	39,837	31.40	31.25	1,144,206.51	106,065.90	1,250,272.41
December	36,609	3,420	40,029	28.46	28.31	1,041,788.60	96,826.40	1,138,615.00

¹Persons 65 and over.

²Persons 60 to 65.

³Paid from Federal and State Funds.

⁴Paid from State Funds only.

⁵Includes gross payments for monthly awards only.

data relative to Old Age Assistance in December by states. (In Colorado, the term "Old Age Pension" is used instead of the terminology employed by the Social Security Board which refers to aid to the needy aged as "Old Age Assistance.") Colorado's average payment of \$28.44 was exceeded only by California and Massachusetts, and it was \$9.11 more than the average of the United States; the monthly averages

ranged from \$6.01 in Arkansas to \$32.97 in California. The number of recipients of Old Age Pension per 1,000 population 65 years of age and over ranged from 79 in the District of Columbia to 591 in Oklahoma; Colorado's 495 Class A recipients per 1,000 population 65 years and over was more than double the 241 shown for the United States as a whole. The obligations incurred for payments to Old Age Pension recipients in Colorado in December, 1939, showed an increase of .9 per cent over those in December, 1938; the average payment showed a 5.2 per cent decrease.

During 1939, a gross expenditure of \$103,374.86 was made for the burials of 1,214 Old Age Pension recipients. The average amount expended for each burial was \$85.15. An analysis of the Old Age Pension closings revealed that the recipients who died during the year numbered 2,585. The 1,214 recipients who received burials from Old Age Pension funds represented 47 per cent of those who died. During 1938, 44.6 per cent of the 2,411 Old Age Pension recipients who died received burial expenses from Old Age Pension funds.

During the period from April 1, 1936, through December 31, 1939, the Colorado State Department of Public Welfare recovered a total of \$76,637.07 that had been paid to Old Age Pension recipients. This amount was credited to the Old Age Pension Fund; the portion which represented state funds in money payments or burials was retained in the Old Age

EXPENDITURES FROM OLD AGE PENSION FUNDS
FOR BURIALS

January 1, 1939-January 1, 1940

Month	Number of Recipients	Amount Paid
Total	1,214	\$103,374.86
January	105	9,024.00
February	121	9,776.51
March	98	8,378.83
April	131	10,720.00
May	107	8,947.02
June	102	8,749.87
July	104	8,844.78
August	69	6,290.00
September	76	6,525.00
October	91	7,976.31
November	103	9,027.13
December	107	9,115.41

Table 7.

**OLD AGE ASSISTANCE IN STATES WITH PLANS APPROVED BY THE
SOCIAL SECURITY BOARD*
December, 1939**

Regions ¹ and States	Number of Recipients	Amount of Obligations Incurred for Payments to Recipients ²	Average Per Recipient	Number of Recipients Per 1,000 Estimated Population 65 Years and Over ³
TOTAL.....	1,912,356	\$36,972,772	\$19.33	*241
REGION I:				
Connecticut.....	16,883	456,543	27.04	144
Maine.....	13,977	288,503	20.64	163
Massachusetts.....	82,447	2,383,897	28.91	250
New Hampshire.....	4,612	96,624	20.95	⁴ 89
Rhode Island.....	6,785	130,270	19.20	151
Vermont.....	5,588	87,156	15.60	143
REGION II:				
New York.....	114,595	2,887,548	25.20	145
REGION III:				
Delaware.....	2,563	28,130	10.98	122
New Jersey.....	30,661	620,116	20.22	123
Pennsylvania.....	78,374	1,706,431	21.77	⁴ 126
REGION IV:				
District of Columbia.....	3,323	83,333	25.08	79
Maryland.....	17,956	310,797	17.31	166
North Carolina.....	35,009	349,762	9.99	251
Virginia.....	16,228	156,566	9.65	107
West Virginia.....	17,362	214,235	12.34	222
REGION V:				
Kentucky.....	45,137	391,093	8.66	244
Michigan.....	77,476	1,275,814	16.47	265
Ohio.....	125,699	2,868,476	22.82	260
REGION VI:				
Illinois.....	138,776	2,779,040	20.03	277
Indiana.....	66,058	1,159,219	17.55	229
Wisconsin.....	49,652	1,074,787	21.65	226
REGION VII:				
Alabama.....	18,386	173,238	9.42	167
Florida.....	36,167	423,293	11.70	381
Georgia.....	22,783	183,962	8.07	174
Mississippi.....	19,872	149,258	7.51	232
South Carolina.....	21,045	167,916	7.98	340
Tennessee.....	40,733	409,934	10.06	311
REGION VIII:				
Iowa.....	53,699	1,080,853	20.13	245
Minnesota.....	66,140	1,364,861	20.64	339
Nebraska.....	27,390	427,480	15.61	279
North Dakota.....	8,868	157,678	17.78	246
South Dakota.....	14,212	251,089	17.67	338
REGION IX:				
Arkansas.....	18,351	110,211	6.01	227
Kansas.....	26,026	496,418	19.07	224
Missouri.....	78,723	1,487,786	18.90	³ 252
Oklahoma.....	70,363	1,237,633	17.59	591
REGION X:				
Louisiana.....	30,842	435,014	14.10	381
New Mexico.....	4,038	54,244	13.43	269
Texas.....	120,625	1,055,694	8.75	423
REGION XI:				
Arizona.....	7,772	206,616	26.58	457
Colorado.....	^a40,029	^a1,138,615	28.44	^a495
Idaho.....	8,624	185,198	21.47	323
Montana.....	12,198	219,491	17.99	393
Utah.....	13,875	292,169	21.06	514
Wyoming.....	3,315	77,220	23.29	334
REGION XII:				
California.....	133,949	4,416,731	32.97	291
Nevada.....	2,256	60,111	26.64	376
Oregon.....	20,775	443,188	21.33	247
Washington.....	39,098	861,875	22.04	313
TERRITORIES:				
Alaska.....	1,327	37,022	27.90	332
Hawaii.....	1,714	19,634	11.46	176

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

¹Social Security Board administrative regions.

²From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

³Population as of July 1, 1938, estimated with advice of U.S. Bureau of the Census.

⁴Adjustments have been made for grants covering two or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

^aMinimum age under State plan is 70 years, but rate is based on population 65 and over.

^bIncludes \$96,826 incurred for payments to 3,420 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

**RECOVERIES OF OLD AGE PENSION PAYMENTS
FROM RECIPIENTS OR THEIR ESTATES***

April 1, 1936-December 31, 1939

Basis or Source of Recovery	Number of Recipients	Amount Recovered
From estates	123	\$15,793.61
Receipts of income or proceeds from sale of property.....	173	15,711.65
Ineligible as to age, residence, citizenship, or need.....	271	13,969.06
Owned property in excess of amount allowable.....	83	11,801.47
Unrevealed bank and savings accounts	65	11,762.89
Fraud or misrepresentation.....	10	1,825.52
Voluntary reimbursement.....	16	1,782.48
Overpayments and duplicate payments	56	1,077.91
Responsible relatives able to pay burial expenses.....	11	627.40
Warrants cashed by others after death of recipient.....	10	240.63
Miscellaneous	51	2,044.45
Total	869	\$76,637.07

*Since the inauguration of the present Old Age Pension Law on September 1, 1937, ineligibility or fraud have been the only bases of recovery; from April 1, 1936, to September 1, 1937, reimbursements were also obtained from estates of recipients.

Pension Fund and was subsequently used for payments to eligible persons. The portion which represented funds of the Federal Government was forwarded periodically to the Treasurer of the United States in accordance with provisions of the Social Security Act. Of the total amount recovered, \$33,612.75 represented recoveries from 464 persons during 1939.

The accompanying table shows the amount recovered according to the basis or source of recovery. Most of the amount recovered from estates represented monthly payments and burials which were received prior to the inauguration of the present Old Age Pension Law. As the result of continued investigation, recoveries were made from 271 persons who were found to be ineligible for payments which had been received; requirements relative to age, residence, citizenship, or need were the bases of ineligibility in these instances. The recoveries made as a result of unrevealed bank and savings accounts are attributable to the fact that the County Departments of Public Welfare have the authority to procure information from banks concerning securities and cash holdings of applicants and recipients. Fraud as a basis of recovery results from the fact that the Old Age Pension applicant must affirm under oath at the time of application that all statements are correct. Recoveries were made in instances where someone other than the recipient signed and cashed the warrant; if a warrant is signed by the Old Age Pension recipient before his death, however, the warrant may be cashed by his survivors.

Aid to Dependent Children

The Aid to Dependent Children program probably affects the present and future citizenry of this country more vitally than any other program of public assistance. This program makes it possible for children to be reared in the homes of their parents or relatives, and it eliminates, in many instances, the necessity of the members of a family being separated. It recognizes the principle that society has a responsibility toward every underprivileged child for protection and for provision of material and cultural needs during the formative period of his life. The dependent children who are eligible for Aid to Dependent Children are abnormally handicapped inasmuch as they have been deprived of the support or care of their breadwinner.

Senate Bill No. 451, providing for changes in the Aid to Dependent Children Act, was enacted by the

Thirty-second General Assembly of Colorado. The specified relatives who may receive Aid to Dependent Children on behalf of dependent children were redefined and now include: father, adoptive father, mother, adoptive mother, grandfather, grandfather-in-law, great grandfather, grandmother, grandmother-in-law, great grandmother, stepfather, stepmother, (but not their parents), brother, brother of the half blood, brother-in-law, adoptive brother, sister, sister of the half blood, sister-in-law, adoptive sister, stepbrother, stepsister, uncle and aunt (of the whole or half blood), uncle-in-law, aunt-in-law, great uncle, and great aunt.

This amendment enables Colorado to take advantage of the amendment to the Social Security Act which authorizes Federal participation in payments to needy dependent children between sixteen and

eighteen years of age if they are regularly attending school. Certain other sections of the Aid to Dependent Children Act relative to amounts of grants and county reimbursements were reworded in order to enable Colorado to take immediate advantage of any changes in the Aid to Dependent Children Law which may be made by Congress. The amount of the grant continues to be based on need and cannot exceed \$18.00 for the first child and \$12.00 for each additional child; if any new benefits for recipients of Aid to Dependent Children are provided by Congress, however, Senate Bill No. 451 will make it possible for Colorado to change the maximum award immediately. The amended Social Security Act provides that a state with an approved plan for Aid to Dependent Children, beginning January 1, 1940, will receive one-half reimbursement from the Federal Government for the amount expended for Aid to Dependent Children instead of the one-third which was previously received. The state and counties which have each borne one-third of the costs previously will be liable for only one-fourth participation under the amended Federal and state laws.

As shown in Table 8, Aid to Dependent Children was received by 5,033 families on behalf of 12,284 dependent children in December, 1939; as compared with the same month of the preceding year, this represents an increase of 22.6 per cent in the number of children. The average award of \$29.80 per family in December, 1939, was \$1.16 less than in the corresponding month of 1938 whereas the average award of \$12.21 per child was \$0.21 more. This paradox is principally attributable to the fact that there was an average of 2.4 children per family in December, 1939, as compared with 2.6 children per family in December, 1938. Less than one-fourth of the total children were recipients in the 18 counties in which the average award per child showed a decrease. In December, 1939, the average award in Colorado counties ranged from \$12.50 to \$33.72 per family and from \$5.00 to \$16.50 per child. During the year 51 counties showed an increase, 9 a decrease, and 3 no change, in the number of children on whose behalf Aid to Dependent Children monthly awards were made. Approximately two-thirds of the 51 counties showing an increase in the number of children also had an increased average award per child. All of the counties showing a decrease in the number of children, had an increased average award per child.

During 1939, obligations totaling \$1,723,380.45 were incurred for Aid to Dependent Children payments; as compared with the amount for 1938, this represents a 28 per cent increase. The obligations incurred during 1939 averaged \$143,615.04 monthly

as compared with a monthly average of \$112,166.16 in 1938.

The trend in the number of families aided and in the amount of obligations incurred for Aid to Dependent Children is shown in the accompanying chart. The chart covers the period from April, 1936, through December, 1939, and is drawn on a semilogarithmic or ratio scale to permit comparison for rate of change. Similar slopes in the curves indicate similar rates of change. The chart starts with April, 1936, inasmuch as this was the first month in which payments were made under the Aid to Dependent Children program. It is significant that the two curves correspond very closely; this shows that the ratio of increase for recipients and obligations incurred has been proportionate to a great extent—an increase in the number of recipients has not meant a decrease in the amount of assistance to the individual recipient.

The table on page 23 shows data relative to Aid to Dependent Children in December, 1939, in states with plans approved by the Social Security Board. The average payment per family of \$29.80 in Colorado was \$2.33 less than that for all states participating. The average payment per family ranged from \$8.10 in Arkansas to \$61.07 in Massachusetts; 22 states paid higher average awards than Colorado. The 12,284 child recipients of Aid to Dependent Children in Colorado represented 42 per 1,000 of the estimated population under 16 years of age in the state; in the 42 jurisdictions with approved plans, there were 25 child recipients for every 1,000 persons under 16 years of age in the estimated population. Five states exceeded and one state equalled Colorado in the number of child recipients per 1,000 population. There was an average of 2.4 child recipients per family in Colorado and in the 42 jurisdictions as a whole.

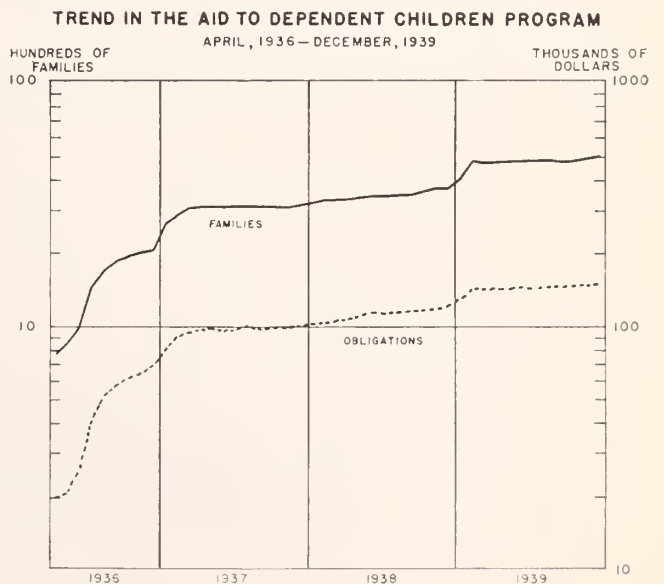


Table 8. AID TO DEPENDENT CHILDREN RECIPIENTS—AVERAGE AWARD—PER CENT CHANGE IN CHILD RECIPIENTS INCREASE OR DECREASE IN AVERAGE AWARD—DECEMBER, 1939, COMPARED WITH DECEMBER, 1938

DISTRICTS AND COUNTIES	DECEMBER, 1939				DECEMBER, 1938				CHANGE, DEC., 1939 FROM DEC., 1938					
	No. for Whom Payments Were Made With Respect to Dependent Children		Average No. of Children in Family		Average Award		No. for Whom Payments Were Made With Respect to Dependent Children		Average No. of Children in Family		Average Award		Per Cent No. of Children	
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
COLORADO	5,033	12,284	2.4	\$29.80	\$12.21	3,883	10,020	2.6	\$30.96	\$12.00	+22.6	\$-1.16	\$+1.21	
District I														
Denver	1,408	3,530	2.5	\$33.72	\$13.45	1,107	3,047	2.8	\$36.43	\$13.23	+15.9	-2.71	+.22	
Jefferson	159	391	2.5	32.88	13.37	123	344	2.8	34.54	12.35	+13.7	-1.66	+1.02	
Boulder	145	333	2.3	27.60	12.02	140	285	2.0	24.69	12.13	+16.8	+2.91	-.11	
Adams	81	203	2.5	26.81	10.70	50	120	2.4	30.60	12.75	+69.2	-3.79	-2.05	
Clear Creek	20	53	2.7	28.85	10.89	15	30	2.0	27.80	13.90	+76.7	+1.05	-3.01	
Gilpin	12	23	1.9	25.83	13.48	8	19	2.4	30.88	13.00	+21.1	-5.05	+.48	
Summit	3	4	1.3	22.00	16.50	4	6	1.5	24.00	16.00	-33.3	-2.00	+.50	
District II														
Pueblo	291	733	2.5	28.36	11.26	162	478	3.0	31.24	10.59	+53.3	-2.88	+.67	
Las Animas	116	335	2.9	29.17	10.10	119	361	3.0	29.16	9.61	-7.2	+.01	+.49	
Fremont	110	230	2.1	27.28	13.05	85	186	2.2	22.79	10.42	+23.7	+4.49	+2.63	
Chaffee	50	117	2.3	27.06	11.56	47	109	2.3	28.40	12.25	+7.3	-1.34	-.69	
Custer	10	15	1.5	24.00	16.00	10	15	1.5	24.00	16.00	—	—	—	
Huerfano	3	13	4.3	32.67	7.54	2	7	3.5	22.50	6.43	+85.7	+10.17	+1.11	
District III														
Weld	357	876	2.5	32.29	13.16	268	672	2.5	32.28	12.87	+30.4	+.01	+.29	
Larimer	170	381	2.2	29.69	13.25	141	309	2.2	31.46	14.36	+23.3	-1.77	-1.11	
Morgan	109	251	2.3	28.29	12.29	87	221	2.5	30.16	11.87	+13.6	-1.87	+.42	
Logan	76	234	3.1	30.18	9.80	58	146	2.5	25.50	10.13	+60.3	+4.68	-.33	
Phillips	27	51	1.9	24.93	13.20	23	44	1.9	24.83	12.98	+15.9	+.10	+.22	
Sedgwick	21	44	2.1	25.95	12.39	21	43	2.0	25.38	12.40	+2.3	+.57	-.01	
Jackson	8	20	2.5	30.88	12.35	6	16	2.7	28.67	10.75	+25.0	+2.21	+1.60	
District IV														
El Paso	189	487	2.6	28.33	10.99	152	408	2.7	36.20	13.49	+19.4	-7.87	-2.50	
Arapahoe	181	400	2.2	31.82	14.40	136	343	2.5	31.90	12.65	+16.6	-.08	+1.75	
Douglas	27	63	2.3	30.69	13.15	23	54	2.3	29.65	12.63	+16.7	+1.04	+.52	
Elbert	21	49	2.3	29.31	12.56	24	58	2.4	29.58	12.24	-15.5	-.27	+.32	
Teller	20	40	2.0	29.70	14.85	9	21	2.3	30.78	13.19	+90.5	-1.08	+1.66	
Park	13	35	2.7	27.46	10.20	7	16	2.3	26.54	11.61	+118.8	+.92	-1.41	

Table 9.

**AID TO DEPENDENT CHILDREN IN STATES WITH PLANS APPROVED BY THE
SOCIAL SECURITY BOARD*
December, 1939**

Regions ¹ and States	Number of Recipients		Amount of Obligations Incurred for Payments to Recipients for the Month ²	Average Per Family	Number of Recipients Per 1,000 Estimated Population Under 16 Years ³
	Families	Children			
TOTALS.....	302,142	728,203	\$9,707,528	\$32.13	25
REGION I:					
Maine.....	1,426	3,612	54,146	37.97	15
Massachusetts.....	11,178	⁴ 28,559	682,670	61.07	⁴ 25
New Hampshire.....	594	1,553	25,930	43.65	12
Rhode Island.....	1,166	3,162	54,063	46.37	18
Vermont.....	483	1,397	14,872	30.79	14
REGION II:					
New York.....	36,375	71,916	1,780,595	48.95	23
REGION III:					
Delaware.....	500	⁴ 1,265	15,763	31.53	⁴ 19
New Jersey.....	10,761	23,646	323,224	30.04	21
Pennsylvania.....	30,245	69,318	1,073,030	35.48	24
REGION IV:					
District of Columbia.....	910	2,703	34,423	37.83	21
Maryland.....	7,263	19,590	231,505	31.87	44
North Carolina.....	8,128	20,847	124,224	15.28	16
Virginia.....	1,794	5,814	37,307	20.80	7
West Virginia.....	7,289	20,596	144,975	19.89	32
REGION V:					
Michigan.....	13,267	⁴ 31,283	495,681	37.36	⁴ 24
Ohio.....	10,073	⁴ 28,313	388,824	38.60	⁴ 16
REGION VI:					
Indiana.....	17,083	35,056	473,461	27.72	38
Wisconsin.....	11,942	⁵ 27,395	456,277	38.21	⁵ 31
REGION VII:					
Alabama.....	5,444	15,972	70,116	12.88	16
Florida.....	⁶ 4,036	⁶ 10,543	⁶ 83,755	20.75	⁶ 22
Georgia.....	3,562	9,493	72,608	20.38	9
South Carolina.....	3,855	11,387	61,015	15.83	17
Tennessee.....	9,663	25,664	178,228	18.44	28
REGION VIII:					
Minnesota.....	8,233	⁴ 19,897	289,213	35.13	⁴ 27
Nebraska.....	⁷ 5,209	⁷ 11,743	⁷ 136,239	26.15	31
North Dakota.....	2,258	⁶ 2,889	71,300	31.58	⁴ 27
REGION IX:					
Arkansas.....	4,012	10,883	32,503	8.10	16
Kansas.....	6,114	13,780	173,332	28.35	27
Missouri.....	9,820	23,006	189,735	19.32	22
Oklahoma.....	17,416	40,087	212,521	12.20	49
REGION X:					
Louisiana.....	11,796	33,720	310,854	26.35	50
New Mexico.....	1,784	5,208	45,016	25.23	36
REGION XI:					
Arizona.....	2,476	6,842	79,718	32.20	53
Colorado.....	5,033	12,284	149,981	29.80	42
Idaho.....	2,699	⁶ 5,520	74,357	27.55	⁴ 42
Montana.....	2,209	5,276	61,615	27.89	35
Utah.....	3,314	7,963	107,631	32.48	46
Wyoming.....	717	1,773	22,620	31.55	26
REGION XII:					
California.....	14,336	⁴ 35,146	622,845	43.45	⁴ 26
Oregon.....	1,901	⁴ 4,401	75,968	39.96	⁴ 17
Washington.....	4,799	10,908	142,917	29.78	27
TERRITORY:					
Hawaii.....	979	3,393	32,471	33.17	25

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

¹Social Security Board administrative regions.

²From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

³Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

⁴Includes an unknown number of children 16 years of age and over.

⁵Includes approximately 2,794 children 16 years of age and over. Rate per 1,000 excludes these children.

⁶Includes Aid to Dependent Children administered under State law without Federal participation.

⁷In addition, in 69 counties payments amounting to \$17,303 were made from local funds without Federal participation to 956 families in behalf of 2,168 children under the State mother's-pension law. Some families receiving aid from this source for December also received aid under State plan for Aid to Dependent Children approved by the Social Security Board.

⁸Includes 288 children 16 years of age and over. Rate per 1,000 excludes these children.

Table 10.

**AID TO BLIND IN STATES WITH PLANS APPROVED BY THE
SOCIAL SECURITY BOARD***

December, 1939

Regions ¹ and States	Number of Recipients	Amount of Obligations Incurred for Payments to Recipients for the Month ²	Average Per Recipient	Number of Recipients Per 100,000 Estimated Population ³
TOTALS	45,810	\$ 1,070,285	\$23.36	47
REGION I:				
Connecticut.....	⁴ 247	⁶ 6,161	24.94	14
Maine.....	1,247	28,498	22.85	146
Massachusetts.....	1,167	26,477	22.69	26
New Hampshire.....	326	7,410	22.73	64
Vermont.....	156	3,266	20.94	41
REGION II:				
New York.....	2,732	69,613	25.48	21
REGION III:				
New Jersey.....	649	14,878	22.92	15
REGION IV:				
District of Columbia.....	211	5,427	25.72	34
Maryland.....	675	14,185	21.01	40
North Carolina.....	1,972	29,380	14.90	56
Virginia.....	967	12,197	12.61	36
West Virginia.....	814	12,824	15.75	44
REGION V:				
Michigan.....	739	18,021	24.39	15
Ohio.....	3,916	76,062	19.42	58
REGION VI:				
Indiana.....	2,449	49,378	20.16	70
Wisconsin.....	2,012	46,243	22.98	69
REGION VII:				
Alabama.....	553	4,919	8.90	19
Florida.....	⁵ 2,155	⁵ 26,736	12.41	129
Georgia.....	999	10,018	10.03	32
Mississippi.....	656	4,828	7.36	32
South Carolina.....	807	8,446	10.47	43
Tennessee.....	1,614	17,787	11.02	56
REGION VIII:				
Iowa.....	1,441	33,613	23.33	56
Minnesota.....	880	23,523	26.73	33
Nebraska.....	657	12,851	19.56	48
North Dakota.....	141	2,939	20.84	20
South Dakota.....	232	3,753	16.18	34
REGION IX:				
Arkansas.....	652	4,222	6.48	32
Kansas.....	1,165	23,436	20.12	63
Oklahoma.....	2,162	32,656	15.10	85
REGION X:				
Louisiana.....	1,008	17,449	17.31	47
New Mexico.....	214	3,553	16.60	51
REGION XI:				
Arizona.....	332	8,497	25.59	81
Colorado	644	18,256	28.35	60
Idaho.....	288	6,142	21.33	58
Montana.....	169	3,489	20.64	31
Utah.....	210	5,496	26.17	40
Wyoming.....	153	4,263	27.86	65
REGION XII:				
California.....	6,846	329,748	48.17	111
Oregon.....	455	11,519	25.32	44
Washington.....	1,028	31,181	30.33	62
TERRITORY:				
Hawaii.....	70	945	13.50	18

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

¹Social Security Board administrative regions.

²From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

³Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

⁴Includes Aid to the Blind administered under State law without Federal participation.

⁵Does not include Aid to the Blind administered under State law without Federal participation.

Aid to the Blind

Although the Aid to the Blind program benefits a relatively small number of persons in comparison to the other public assistance programs, it is of great social significance. Needy blind persons are afforded a social and economic independence, the effects of which cannot be measured from any standpoint other than that of human understanding. During 1939, the expenditures for monthly awards to Aid to the Blind recipients in Colorado was \$203,381.07—a 3.9 per cent increase over the expenditure for 1938 of \$195,657.77; these amounts represent gross expenditures inasmuch as cancellations were not deducted.

The Thirty-second General Assembly of Colorado enacted Senate Bill No. 578 which amended some sections of the Aid to the Blind Act and repealed others.

(1) It authorized the Colorado State Department of Public Welfare to define blindness in terms of ophthalmic measurement.

(2) It eliminated the citizenship requirement.

(3) It eliminated the age requirement.

(4) It permitted recipients of Old Age Pensions and children receiving benefits under the Aid to Dependent Children Act to receive temporary assistance for surgical and medical care for the prevention of blindness or the restoration of sight.

The State Board of Public Welfare, under the authorization of this amendment, has defined blindness as follows:

"A person shall be considered as blind for the purpose of the Aid to the Blind Act if his central visual acuity, corrected with glasses, is not more than 20/200 in the better eye, as expressed in the Snellen notation.

"As regards loss of visual field, it is impossible to set up a standard which will apply uniformly to all cases. The State Board of Public Welfare will therefore consider upon its individual merits any case in which the Certificate by the Ophthalmologist indicates that the applicant has lost so much of the visual field as to render him blind for practical purposes."

Under the amended law a person is eligible for Aid to the Blind monthly awards who:

1. Meets eligibility requirements of blindness as defined above.

2. Became blind while a bona fide resident of this state and has continued to reside in this state; or, has resided in this state for a period of five years during the nine years immediately preceding the filing of the application for assistance, the last year

of which has been continuous and immediately preceded such application.

3. Has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health.

4. Is not an inmate of or being maintained by any public institution at the time of receiving assistance.

5. Has not made an assignment or transfer of property so as to render himself eligible for assistance at any time within five years immediately prior to the filing of the application.

6. Is not, because of his physical or mental condition, in need of continuing institutional care.

7. Does not solicit alms during the period of receiving assistance.

The accompanying table shows that 227 applications were received during 1939; in 1938, there were 237 applications received. The County Departments of Public Welfare took formal action on 226 applications during the year and granted assistance in the form of monthly payments and/or medical treatment to slightly less than three-fourths of the applicants. The three largest causes for denying assistance were the applicants' inability to fulfill eligibility requirements relative to vision, need, or residence.

The Aid to the Blind case load increased 5.4 per cent during the year—from 627 in December, 1938, to 661 in December, 1939. Awards were discontinued in 131 cases—vision was wholly or partially restored in 31 per cent of these, 27 per cent were closed because of the death of the recipient, and 19 per cent were transferred to Old Age Pension rolls. Eleven persons became self-supporting even though their vision was not restored and their awards were discontinued.

Aid to the Blind data for December, 1939; for states with approved plans are shown on page 24. The number of recipients per 100,000 estimated population ranged from 14 in Connecticut to 146 in Maine; in Colorado, there were 60 recipients per 100,000 estimated population as compared with 47 for the 42 jurisdictions as a whole. The average payment varied from \$6.48 in Arkansas to \$48.17 in California; California and Washington were the only states with higher average payments than Colorado's, which was \$28.35.

Although the Social Security Act does not provide for treatment for the prevention of blindness or the restoration of sight, the Colorado Aid to the Blind Act does have such a provision under Section 18. During 1939, in accordance with this section of the act, obligations totalling \$8,272.18 were incurred; of

Table 11.

AID TO THE BLIND STATISTICS

January 1, 1939-January 1, 1940

Applications

Pending—December 31, 1938.....	29
Received during 1939.....	227
Total	256
Disposed of during the year.....	226
1. Assistance granted	165
2. Assistance not granted	61
A. Voluntary withdrawal	6
B. Denied	55
a. Not blind as defined in law.....	16
b. Sufficient resources.....	15
c. Residence requirements not met.....	8
d. Operation unadvisable or unnecessary.....	5
e. Receiving Old Age Pension.....	4
f. Citizenship requirements not met.....	2
g. Transferred property	1
h. Not stated.....	4
Pending—December 31, 1939.....	30

* * * *

Cases Under Care

Continued from December, 1938.....	627
Added during 1939.....	165
Total	792
Closed during the year.....	131
Reasons for closing	
1. Vision wholly or partially restored.....	41
2. Death	36
3. Transferred to Old Age Pension rolls.....	25
4. Became self-supporting for reasons other than restoration of sight.....	11
5. Admitted to a public institution.....	7
6. Moved to another state.....	4
7. Admitted to a voluntary institution.....	2
8. Relatives became able to support.....	2
9. Not eligible for original grant.....	1
10. Moved to another county in state.....	1
11. Refused to comply with medical requirements.....	1
Continued to January, 1940.....	661

this amount, \$5,773.29 was for medical care and \$2,498.89 was for hospitalization. Included in the medical care were eye operations for 56 persons, medical treatment for 2 persons with trachoma, and one with an infection of the nose, throat, and mouth—this latter treatment was preparatory to a cataract operation which was subsequently refused by the applicant. An analysis of the characteristics of these 59 persons showed that 57 were of the white race and 2 were Negroes, 35 were males and 24 were females, and the ages ranged from 20 to 85 years. Fifty-one of these persons were more than 50 years of age; 45 of these 51 were operated for cataract, one was operated for an infected cornea, one for glaucoma, one for a retinal detachment, one for the removal of a lacrimal sac and cataract, one received treatment for trachoma, and one received treatment for an infection of the nose, throat, and mouth. Three persons were between the ages of 20 and 30 years

—one was operated for cataract, one for a corneal transplant, and one received treatment for trachoma which was complicated by ulceration of the cornea with pannus formation. Two persons were between 30 and 40 years of age—one was operated for cataract and the other for the removal of gunshot pellets from the face and both eyes. Three persons were between 40 and 50 years of age—2 were operated for cataract, and plastic surgery was performed on the eyelid of one. Cataract operations were received by 49 of the group of 59 persons.

By providing treatment for the prevention of blindness and the restoration of sight, Colorado is accomplishing a great deal in ameliorating the mental anguish and economic insecurity which oftentimes results from blindness or approaching blindness. Humanitarian ideals are indeed exemplified in this aspect of Colorado's program which is justified not only socially but economically as well.

The Division of CCC Selection

The Purposes and Aims of the Civilian Conservation Corps

The Civilian Conservation Corps was established "for the purpose of **providing employment** as well as **vocational training** for the youthful citizens of the United States who are unemployed and in need of employment . . . through the **performance of useful public work** in connection with the conservation and development of the natural resources of the United States."

In carrying out this three-fold program, the late Robert Fechner, Director of the Civilian Conservation Corps, centered the program upon the enrollee. It was his attitude that the rehabilitation of a young man through the performance of useful work was of greater importance than the material benefits derived from the work. To that end Mr. Fechner continually stressed the importance of developing camp environments and work programs which would contribute to the enrollee's advancement. It has been the concern of all CCC officials that each young man in learning how to work become self-reliant—in short, better equipped to earn a living and to advance toward self-support. The CCC teaches discipline, it improves the physical condition of the young man and teaches him to live and to work with others.

The CCC is a work-training agency. It offers leadership and technical direction in every phase of camp life. A planned educational program in each camp embodies academic and practical vocational courses. These are offered in night classes and attendance is voluntary. An enrollee may make up educational deficiencies—many have completed eighth grade and high school work. He may obtain technical instruction on subjects related to the job that he is doing and related to a job that he hopes to do.

While the CCC enrollee gains work training and experience, he contributes to the conservation and development of the nation's natural resources. It is generally recognized that the work of the Corps has constituted the most successful development in protecting and reclaiming the natural wealth from carelessness and wasteful use.

In commenting on the future of the CCC, Mr. Fechner stated in the latest CCC Annual Report:

"Six and one-quarter years of the Corps have brought large accomplishments. They should also serve to focus the attention of conservationists, foresters, soil experts, land economists, and administrators on the future possibilities of the CCC. **Above all, there is a need to consider un-**

employed youth and unprotected and undeveloped natural resources as an integrated national problem of this country. The CCC is attempting the solve that problem."

Organization of a Typical Camp

In Colorado there are 41 camps with an authorized strength of 200 enrollees each. Each camp is a small community within which there are many occupations involved in feeding, housing, clothing, and caring for the men. The enrollees are the cooks, bakers, storekeepers, night-watchmen, clerks, typists, hospital orderlies, and so on. Each camp is authorized to have in its enrolled personnel ten men who are exempt from age, marital status, and length of service in the Corps. This permits the enrollment of older, more experienced men to perform and supervise the jobs requiring technical knowledge. In addition to these ten, each company may promote a proportionate number of enrollees to leaders and assistant leaders in order that their special abilities of leadership may be used to assist the camp administrative personnel in maintaining a smooth-running organization. By virtue of their increased responsibility they are given more pay.

On page 28 are scenes of a typical CCC camp. There is a mess hall where the food is prepared and meals are served. A key position is that of mess sergeant, for it is generally understood that the morale of the camp is as good as the food served. The average camp has four sleeping barracks, each accommodating 50 enrollees. Each enrollee cares for his bed and his personal belongings. The recreation hall generally has a ping pong table, pool table, radio, piano, chairs, and a canteen where the boys buy cigarettes, candy, etc. The recreation hall and the library are furnished from canteen profits. The library is well stocked with books, magazines, and newspapers. Each camp has an infirmary where boys who are ill may be given proper medical care. An educational building houses the classrooms and usually a machine shop or a craft shop. The administrative building of the area is the headquarters.

Meeting the Needs of Colorado's Young Men

The County Departments of Public Welfare sent 3,129 young men to 31 CCC camps in Colorado during 1939. Of this group, 76 per cent were 17, 18, and 19 years of age; an additional 10 per cent were 20 years of age; the remaining 14 per cent were between 21 and 23½ years of age.

(Continued on page 49)



Top—
Typical CCC
Camp



Lower Left—
Recreation Hall

Middle—
Mess Hall

Lower Right—
Sleeping Barracks



Table 12.
COLORADO STATE DEPARTMENT OF PUBLIC WELFARE
STATE SPECIAL RELIEF FUND
STATE FUNDS EXPENDED BY COUNTIES FOR GENERAL RELIEF

YEAR 1939

Counties	Cash Relief	Food and Household Expenses	Shelter	Fuel, Light and Water	Hospitalization	Medical Care	Burials	Clothing and Dry Goods	Miscellaneous	Total
Adams		\$ 12,711.40	\$ 171.00	\$ 2,497.57	\$ 8,828.54	\$ 3,136.20	\$ 285.00	\$ 328.57	\$ 2,362.46	\$ 30,320.74
Alamosa	\$ 8,768.13	4,243.48	705.16	621.22	1,550.87	1,265.63	435.00	300.72	286.43	18,176.64
Arapahoe	14,691.02	23,248.92	2,772.12	4,746.68	4,868.82	92.00		145.73	3.00	50,568.29
Archuleta	6,577.40	63.07				1.50	15.00			6,656.97
Baca	12,072.10	2,020.26	86.83	138.30	1,627.15	971.00	230.00	68.23	168.82	17,382.69
Bent	6,383.06	1,258.33	130.04	171.57	2,600.66	893.89	762.14	200.82	164.06	12,564.57
Boulder	41,907.60	6,897.34	1,315.84	450.60	6,072.70	1,790.69	1,340.00	12.72	432.52	60,220.01
Chaffee	11,003.26	6,891.11	1,287.70	334.34	3,531.99	672.47	285.00	112.65	563.38	24,681.90
Cheyenne	675.50	379.94	7.00	182.85	2,255.51	2,181.87	25.00	6.63	181.92	5,896.22
Clear Creek	784.50	2,842.66	280.65	867.02	2,223.67	278.65	345.00	97.50	533.76	8,253.41
Conejos	10,273.00	1,496.60	50.12	121.35	3,011.71	6,592.87	574.52	55.39	66.40	22,241.96
Costilla	1,836.30	5,906.69	126.50		1,917.41	4,738.01	20.00	1,003.22	41.75	15,589.88
Crowley		5,630.95	649.75	1,966.59	494.62	719.67		141.12	201.14	9,803.84
Custer	1,350.00	301.05	15.00	48.67	535.12	175.85		21.01	23.34	2,470.04
Delta	9,459.26	2,514.36	151.91	245.31	4,056.97	1,323.87	88.08	137.14	613.09	18,589.99
Denver	753,137.60					9,557.50		6,997.84	14,002.43	783,695.37
Dolores	2,540.00	247.58	66.50	30.50	175.73	312.39	50.00	21.45	22.18	3,466.33
Douglas		1,603.91	488.74	68.63	3,562.47	303.50		27.95	231.47	6,286.67
Eagle	5,673.25	690.20	180.00	43.00	466.05	403.50		55.41	262.08	7,773.49
Elbert	1,432.00	834.56	152.75	113.34	1,726.20	2,999.87	150.00	8.35	35.50	7,452.57
El Paso		68,701.79	8,608.62	11,204.43	13,000.57	776.19	525.00	159.72	19.20	102,995.52
Fremont	44,165.91	15,155.31	256.25	182.01	1,280.17	3,988.00		512.65	693.52	66,233.82
Garfield	8,575.70	1,125.50	623.75	137.17	1,888.13	1,404.31	50.00	132.14	361.71	14,298.41
Gilpin	2,138.28	790.21	31.50	99.08	993.80	245.28		38.91	209.40	4,546.46
Grand	550.00	2,896.52	20.00	32.50	517.43	220.10			225.86	4,462.41
Gunnison	2,569.00	5,868.71	960.70	697.68	1,510.95	62.02	166.50	32.54	94.05	11,962.15
Hinsdale	1,178.50				296.00	72.18	10.00			1,556.68

Huerfano	66,065.71	1,160.50	1,943.14	520.24	189.79	100.00	5,725.82	73,141.82
Jackson	40.85	26.25	1,943.14	520.24	30.00	100.00	717.34	717.34
Jefferson	22,136.22	17,717.44	1,943.14	520.24	2,800.25	405.00	302.87	52,442.10
Kiowa	4,261.63	163.20	485.38	1,446.70	2,482.40	300.00	122.69	11,065.98
Kit Carson	2,067.00	590.50	777.17	4,244.60	2,057.75	152.00	267.81	14,972.59
Lake	7,550.50	114.75	1,771.75	3,970.25	146.39	255.00	88.83	16,664.29
La Plata	14,573.90	530.00	146.63	2,419.93	481.99	287.50	349.47	21,642.84
Larimer	69,479.41	44.30	44.30	44.30	.....	.....	3.58	69,527.29
Las Animas	66,084.75	10,512.07	253.80	14,112.04	7,112.51	2,057.50	757.40	103,042.00
Lincoln	3,401.00	2,322.55	691.58	1,010.95	2,092.68	131.00	163.87	11,082.56
Logan	579.90	681.04	3,075.60	5,233.48	2,891.88	373.05	426.12	25,278.38
Mesa	12,275.80	1,165.55	211.07	855.34	1,509.19	.....	161.94	19,974.58
Mineral	850.00	96.52	187.86	321.60	23.36	.....	6.35	1,292.97
Moffat	4,665.70	3,013.28	187.86	.....	127.85	.....	214.24	8,305.45
Montezuma	10,396.00	1,258.33	76.57	2,118.05	298.14	220.91	182.57	14,958.12
Montrose	2,938.15	4,352.96	833.13	2,543.33	2,617.39	580.54	512.83	14,646.18
Morgan	3,379.53	9,954.90	2,617.47	5,096.45	554.71	1,060.43	98.07	25,313.30
Otero	13,203.48	8,333.80	658.94	5,439.33	6,741.18	1,693.37	230.61	37,012.68
Ouray	1,245.00	2,089.42	244.50	299.73	123.81	.....	62.00	4,240.86
Park	586.50	2,661.03	49.70	149.25	2.50	149.00	46.78	3,865.61
Phillips	.....	6,125.31	1,040.50	644.79	461.14	90.00	28.86	9,118.37
Pitkin	3,923.00	579.04	326.29	1,136.80	93.60	.....	25.05	6,098.77
Prowers	5,009.50	7,169.78	1,509.71	9,661.54	6,485.53	519.84	55.44	33,642.76
Pueblo	88,909.44	33,244.02	1,824.76	9,922.08	8,683.78	5,773.00	2,458.15	152,430.47
Rio Blanco	2,679.80	262.51	38.49	343.30	176.63	.....	15.19	3,727.92
Rio Grande	945.00	7,634.58	734.75	2,551.85	1,989.20	161.34	221.10	16,044.93
Routt	4,158.80	1,042.31	129.07	2,938.82	256.25	30.00	49.27	8,797.18
Saguache	1,828.61	286.03	21.10	1,268.48	1,771.47	8.92	6.38	5,287.59
San Juan	.....	2,473.60	295.75	300.00	16.50	.....	54.35	3,268.70
San Miguel	180.00	3,265.95	409.70	1,525.50	315.95	.....	14.84	5,711.94
Sedgwick	300.00	2,056.05	541.85	1,083.00	1,574.83	.....	1.98	5,660.98
Summit	.....	2,537.45	245.00	59.45	158.00	.....	18.25	3,134.15
Teller	696.47	6,527.86	682.03	2,577.99	85.06	50.00	148.21	10,999.62
Washington	7,238.60	2,994.86	380.10	134.43	185.14	.....	95.88	11,168.05
Weld	291.00	62,069.88	21,587.24	7,522.06	23,163.16	673.19	1,771.01	135,141.29
Yuma	12,917.71	2,285.09	483.73	833.03	246.90	.....	140.41	17,141.44
Totals	\$1,315,684.62	\$469,937.03	\$69,410.73	\$168,414.81	\$123,125.92	\$20,427.83	\$25,440.28	\$2,274,708.13

General Assistance

The Thirty-second General Assembly of Colorado made an appropriation of \$3,700,000.00 for general assistance for the biennium beginning July 1, 1939, and ending June 30, 1941. The Colorado State Department of Public Welfare makes monthly allocations to the counties from this appropriation, and each of the counties has a State Special Relief Fund in which the money is deposited. The counties disburse the money together with any available county funds for the benefit of persons who meet eligibility requirements for general assistance. Administrative costs and obligations incurred for county-owned or county-operated institutions must be paid from county funds inasmuch as it is not permissible for the State Special Relief Fund to be used for such costs.

A total of \$4,028,389.84 was expended for general assistance from state and county funds during 1939. As compared with the preceding year, there was a decrease of 3.6 per cent in the amount expended from state funds and an increase of .2 per cent in the amount expended from county funds. The expenditures averaged \$189,559.01 monthly from state funds and \$146,140.14 monthly from county funds. The number of cases (case meaning either a household or a person living alone) receiving general assistance during 1939 averaged approximately 16,000 monthly. The number of general assistance recipients for whom obligations were incurred during 1939 ranged from a high of 18,491 in February to a low of 12,018 in July.

Experience in administering public assistance has convinced most administrators of the program that cash assistance has definite advantages over the issuance of so-called "orders." Under the latter method, recipients are given disbursing orders to be redeemed at specifically designated stores, and the recipients receive only those items enumerated on the orders.

Administrators who combine experience with a knowledge of human behavior have found that the advantages of assistance in cash include maintaining the morale of the recipient, giving him the feeling of dignity that accompanies the privilege of using his own judgment in purchasing articles, allowing him responsibility as the head of his family, and, consequently, fostering the feeling of individual responsibility which is so necessary if he is to maintain his place as a self-respecting member of society. Disbursing orders which tell the recipient what he must buy and where he must buy the articles, all too frequently serve to intensify his feeling that he belongs to one of the lower strata of society. In the thoughts of the recipient, disbursing orders may provide another instance of the lack of confidence of society in his ability to manage his own affairs. This type of assistance may serve to accentuate his feeling of dependence.

Most of the County Departments of Public Welfare in Colorado have recognized the fact that cash assistance is preferable to assistance in kind. The accompanying table shows the expenditures from the State Special Relief Fund during 1939 according to the types of assistance which were granted. It is significant that although the total amount of money available from this fund was less during 1939 than in 1938, the amount of cash assistance was more.

The following resolution was unanimously adopted at the regular meeting of the State Board of Public Welfare held on November 12, 1936:

"WHEREAS, reports from various counties indicate that in many cases disbursing orders are being given to relief clients and that in other cases commissaries have been set up for distribution purposes, and

"WHEREAS, in the opinion of the Board many evils exist in both methods of distribution which are detrimental to the general relief set-up which is being

EXPENDITURES FROM STATE SPECIAL RELIEF FUND 1939 COMPARED WITH 1938

	Expenditures		Per Cent of Total	
	1939	1938	1939	1938
Cash assistance	\$1,315,684.62	\$1,269,068.91	57.84	53.76
Food and household expenses.....	469,937.03	503,144.08	20.66	21.32
Hospitalization*	168,414.81	201,539.57	7.40	8.54
Medical care.....	123,125.92	137,275.45	5.41	5.82
Fuel, light, and water.....	69,410.73	82,029.64	3.05	3.48
Shelter	50,223.12	62,024.33	2.21	2.63
Clothing and dry goods.....	25,440.28	25,534.65	1.12	1.08
Burials	20,427.83	22,115.72	.90	.94
Miscellaneous	32,043.79	57,233.73	1.41	2.43
Total	\$2,274,708.13	\$2,359,966.08	100.00	100.00

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

Table 13.

GENERAL RELIEF IN THE CONTINENTAL UNITED STATES* BY STATES

October, 1939

State	Number of Cases Receiving Relief	Amount of Obligations Incurred for Relief ¹	Average Amount Per Case
Total for continental United States ²	1,633,000	\$38,677,000	.....
Total for 43 states reporting adequate data.....	1,532,710	\$36,855,234	\$24.05
Alabama	2,175	\$ 21,425	\$ 9.85
Arizona	2,773	36,150	13.04
Arkansas	3,750	18,042	4.81
California	134,523	3,900,933	29.00
Colorado	13,817	179,391	12.98
Connecticut	20,113	522,413	25.97
Delaware	1,711	34,839	20.36
District of Columbia.....	1,600	41,056	25.66
Florida	9,553	65,235	6.83
Georgia	6,176	31,012	5.02
Idaho	1,854	24,422	13.17
Illinois	169,319	3,643,848	21.52
Indiana	55,845	747,756	13.39
Iowa	30,598	506,597	16.56
Kansas	23,668	298,302	12.60
Louisiana	7,703	97,990	12.72
Maine	³ 9,185	³ 186,948	20.35
Maryland	8,468	189,252	22.35
Massachusetts	68,153	1,796,068	26.35
Michigan	67,653	1,469,625	21.72
Minnesota	40,315	987,937	24.51
Mississippi	986	3,909	3.96
Missouri	23,541	274,627	11.67
Montana	3,697	56,288	15.23
Nebraska	9,757	109,331	11.21
Nevada	706	14,358	20.34
New Hampshire.....	7,330	166,703	22.74
New Mexico	2,067	13,537	6.55
New York	273,649	9,660,794	35.30
North Carolina	5,840	38,050	6.52
North Dakota.....	4,613	66,711	14.46
Ohio	⁴ 111,638	⁴ 1,859,317	16.65
Oregon	8,831	136,922	15.50
Pennsylvania	287,872	7,774,823	27.01
South Carolina	2,234	19,933	8.92
Texas	12,617	91,992	7.29
Utah	6,595	166,199	25.20
Vermont	2,666	60,481	22.69
Virginia	9,078	73,462	8.09
Washington	17,967	⁵ 261,347	14.55
West Virginia.....	10,956	95,308	8.70
Wisconsin	49,950	1,093,600	21.89
Wyoming	1,168	18,301	15.67
Total for 6 states for which figures are estimated ⁶	99,800	1,822,000	.....
Kentucky	5,200	40,000	.....
New Jersey	60,600	1,355,000	.....
Oklahoma	14,200	51,000	.....
Rhode Island.....	10,900	282,000	.....
South Dakota.....	4,700	68,000	.....
Tennessee	4,200	26,000	.....

*Source: "Social Security Bulletin," Vol. 2, No. 12, page 59.

¹From state and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

²Partly estimated.

³Medical care amounting to \$14,431 not included, because number of cases receiving this service only is not available.

⁴Medical care amounting to \$53,017 not included, because number of cases receiving this service only is not available.

⁵Medical care amounting to \$7,767 not included, because number of cases receiving this service only is not available.

⁶Estimated by the Social Security Board for all states except South Dakota and Tennessee, for which estimates were made by state agencies.

GENERAL ASSISTANCE EXPENDITURES FROM COUNTY FUNDS

YEAR 1939

Maintenance of county hospitals and farms	\$ 853,235.06
Hospitalization	258,567.95
Food, shelter, and home care.....	199,840.11
Salaries of doctors and nurses, and expenses of county health units.....	196,305.96
Medical and dental care, drugs, glasses, etc.	82,228.45
Fuel, light, and water.....	41,633.66
Cash relief	45,798.33
Burials	20,861.94
Transportation	5,973.53
Clothing	5,665.74
Transient	4,426.26
Miscellaneous	39,144.72
Total	*\$1,753,681.71

*Denver County's funds were expended as follows:

Denver General Hospital.....	\$567,129.55
Denver Farm.....	51,320.00
Steele Hospital.....	32,777.33
Laboratory	26,227.21
County physicians.....	18,600.00
Visiting Nurse Association.....	18,000.00
Colorado Psychopathic Hospital.....	16,200.00
Tuberculosis Dispensary.....	14,039.80
State Home for Girls.....	11,110.50
Cash relief	9,741.54
Detention Home.....	9,146.17
Venereal Clinic.....	8,749.69
National Jewish Hospital.....	3,600.00
Child Welfare.....	1,200.00
Total.....	\$787,841.79

operated in the state, working disadvantages to both merchants and relief clients;

"THEREFORE, BE IT RESOLVED, that in the opinion of this Board counties should be requested, insofar as possible, to distribute cash to the relief clients rather than either disbursing orders or commissary distribution."

The State Department has attempted through interpretation and guidance to develop an understanding of the importance of the preservation of human dignity, and the counties have voluntarily adopted this method of disbursing assistance. It should be noted that the table shows expenditures for general assistance rather than obligations incurred. The facts reported in the table provide a tangible indication that Colorado is recognizing the merits of cash assistance in the administration of this program.

The accompanying table shows data relative to general assistance by states in October, 1939. The average amount per case of \$12.98 in Colorado was slightly more than one-half of the average of \$24.05 for the 43 states; 27 of these 43 states had a higher average amount per case than Colorado.

Surplus Commodities

Federal Surplus Commodities Corporation

The fiscal year 1939 was one of expansion for the Federal Surplus Commodities Corporation in their program of increasing the purchasing power of the American farmer. Diversion of farm surpluses into public assistance channels has also continued to play a part in the improvement of the standards of living of families receiving public assistance. The Corporation is under the jurisdiction of the United States Department of Agriculture.

During the fiscal year 1939, under the direct purchase and distribution method of operation, nearly two billion pounds of surplus farm commodities were bought at an approximate cost of \$66,500,000 according to a report of the Federal Surplus Commodities Corporation. This is one-third more than the expenditures for the preceding fiscal year. This sum of money represents purchases and distribution of nearly forty different surplus agricultural commodities including dairy and poultry products, fruits and vegetables, and flour and cereals. Among the new activities of the Corporation are the development of a program to encourage export of wheat, and the food stamp plan, which is described later in this article. However, it should be emphasized that the food stamp plan is now limited in operation to a few selected areas.

Surplus purchasing is developed only when the production of supplies is so large that the prices received through regular channels of marketing are below or threaten to be far below what the producer has received in previous crop years. In such a contingency the growers may request that a purchase program be established to help them to obtain better prices. The program may be established in a given industry or with respect to any crop if an investigation by the Division of Marketing, United States Department of Agriculture, reveals a relatively bad situation to be resulting from excess supplies and low prices. It must also be shown that a program would aid in marketing the commercial crop through the regular commercial channels. The Federal Surplus Commodities Corporation places emphasis on their purpose of aiding all growers in the industry, rather than limiting the beneficial effect to those who sell to the Corporation. An objective of the program is to assist the producers through the effects that the purchasing program might have upon their regular commercial sales and marketing practices. A purchasing program must be approved by the Secretary of Agriculture before it may be put into effect.

Purchasing procedures differ according to the type

of commodity. Fresh fruits and vegetables are purchased in the field direct from producers and shippers; such commodities as dried skim milk, flour, and other processed products are bought from the manufacturer or someone else who is in a position to ship these products in large quantities. Butter and eggs are purchased on the mercantile exchanges, where deliveries may be made both quickly and in large enough quantities to have an appreciable effect on the markets. The method is based on the procedure which will best achieve the desired objectives.

Although commodities are not bought by the Federal Surplus Commodities Corporation on the primary basis of which products are most needed by low income families, there is no doubt but that distribution is an extremely significant function. In addition to furnishing these families some much needed assistance, through the certifying agencies in the states, the Corporation is able to encourage many activities which have a beneficial effect on living standards. It must be understood that once the commodities are given to the states for distribution, the Corporation functionally withdraws. However, the distributing agencies are required to maintain certain standards; they must distribute without waste or spoilage; they must warehouse and package commodities in a manner acceptable to the Corporation. The warehouses and distribution outlets are regularly inspected by representatives of the Federal Surplus Commodities Corporation. These representatives are also charged with the responsibility of seeing that commodities donated by the Corporation do not in any way compete with sales through regular marketing channels.

Another activity of definite benefit to the consumer is that of making consumer recipes available to state welfare agencies for redistribution to eligible recipients. These recipes are prepared with the assistance of the Bureau of Home Economics of the Department of Agriculture. By this procedure, families learn how to utilize agricultural surpluses most effectively.

Surplus Commodity Division

In Colorado, the distribution is the responsibility of the Surplus Commodity Division of the Colorado State Department of Public Welfare. On the basis of investigations, the County Departments of Public Welfare under the supervision of the State Department determine those persons eligible to receive surplus commodities. The Surplus Commodity Division also has the function of distributing the output of the canning, gardening, and sewing projects of the Work Projects Administration.

The significance of this program to Colorado is evidenced by the monetary value of commodities distributed, and by the number of low income families served, as well as by the kinds of commodities made available to these families.

The monetary value of all commodities distributed throughout the year totaled \$2,285,488.43. The commodities distributed include 15,288,205 pounds of food with a monetary value of \$1,138,149.88; 1,023,829 garments with a value of \$1,036,108.85; and 159,018 items of household supplies with a value of \$111,229.70.

Articles of food received from the Federal Surplus Commodities Corporation during the year include: dried beans, butter, cauliflower, wheat cereal, oranges, fresh peas, cornmeal, graham flour, white flour, grapefruit, peaches, canned peaches, canned grapefruit juice, dried milk, rolled oats, onions, plums, and raisins. The total weight of these commodities was 13,269,894 pounds.

The number of persons and families benefited by this program is significant in any evaluation of the work of the Division. The County Departments of Public Welfare certified an average of 23,626 families with 95,672 persons monthly to the Surplus Commodity Division.

Work Projects Administration Sewing Projects

The production of 1,143,328 garments utilizing 2,234,071 yards of material during 1939, was made possible through the cooperation of the Work Projects Administration, the Boards of County Commissioners, and the Colorado State Department of Public Welfare. An average of 1,301 women worked on machines in sewing rooms during the year. The cost of labor was borne exclusively by the Work Projects Administration, and the other costs were distributed between state and local sponsors and the Federal Surplus Commodities Corporation.

The Colorado State Department of Public Welfare sponsors the garment factory which is located at 1417 California Street, and which employs approximately 535 persons. As sponsor of the project, the State Department furnishes heat, light, rent, equipment, supplies, and findings. The Department also acts in the capacity of sponsor to the Statewide Cutting Unit, located at 1415 Wazee Street. This unit employs 40 persons. In addition to the above contributions, the State Department of Public Welfare furnishes a part of the cotton and woolen yardage for sewing rooms throughout the entire state.

Work Projects Administration Canning Program

The three Work Projects Administration Canning Plants located in Pueblo, Denver, and Greeley are sponsored by the Boards of County Commissioners and the Colorado State Department of Public Welfare.

From these plants, the State Department of Public Welfare received 21,748 cases of canned fruits and vegetables with a value of \$52,194.20; these canned foods were distributed for use in the School Lunch Programs. The State Department purchased the cans and labels and some of the fresh fruits and vegetables for the canned foods received by the Department, in addition to allocating some of the fresh vegetables received from the Federal Surplus Commodities Corporation.

From January 1, 1939, to January 1, 1940, the raw material which was canned in the plants totaled 1,392,069 pounds. The accompanying table shows the total production of No. 2 cans.

**PRODUCTION OF NO. 2 CANS IN WPA CANNING PLANTS
Year 1939**

Commodity	Number of Cans
Total	966,589
Apples	45,145
Beans, green.....	81,718
Beans, dried	21,494
Beets	29,624
Carrots	250,163
Cherries	16,105
Corn	4,233
Hominy	71,286
Peaches	55,272
Pears	45,073
Peas	39,304
Plums	4,070
Potatoes, sweet.....	950
Sauerkraut	8,392
Spinach	7,640
Swiss chard.....	3,570
Tomatoes	247,143
Turnips	35,407

The State Department of Public Welfare furnished \$20,407.29 of raw materials and supplies, and the local County Commissioners furnished \$44,514.78 of raw materials and supplies.

Bedding

From cotton and ticking furnished by the Federal Surplus Commodities Corporation, the State Department had 3,525 mattresses and 12,263 cotton batts processed under contract during 1939. The State Department furnished these batts and the necessary coverings to the Work Projects Administration for the manufacture of comforters. It was also necessary for the State Department to purchase and distribute 3,045 wool blankets during the year.

Work Projects Administration School Lunch Program

From January 1, 1939, to January 1, 1940, approximately 20,000 school children were supplied with nourishing, hot lunches daily in 32 centers of the state through the Work Projects Administration School Lunch Program. This program not only operated during the regular school year but continued throughout the summer months in Denver and Pueblo under the direct sponsorship of the schools. The approximate number of children served during the summer was 3,588.

During 1939, the Work Projects Administration expended \$292,907.16 in salaries to an average of 681 workers, who supervised, prepared, and served these lunches. In addition to labor costs, the Work Projects Administration expended \$23,235.70 for staple foods and miscellaneous supplies which were used in this lunch program. The parents of children, the schools, and interested local organizations furthered the service to needy children of Colorado by contributing food and cash amounting to \$80,530.97. The State Department of Public Welfare supplied surplus commodities with an approximate monetary value of \$39,752.86.

Each of the nourishing meals was served to the children at an average food cost of approximately 5¼ cents per child; with labor and other expenses included, the average cost per meal was 15 cents for each child. These figures include a monetary value for surplus commodities. Excluding the surplus commodities, the food costs per meal was 3 cents for each child, and the total of all costs for each child was 13 cents per meal.

Federal Surplus Commodities Corporation in Colorado

The Federal Surplus Commodities Corporation did not overlook Colorado producers in 1939. The Corporation enabled Colorado growers to dispose of surpluses during 1939 by purchasing 50 cars of cauliflower, 175 cars of onions, 230 cars of fresh peaches, and 29 cars of peas, in the state. The bulk of these commodities was shipped to other points in the country, where these commodities are not produced. The Corporation also purchased 24 cars of graham flour and 45 cars of white flour from Colorado mills.

The importance of the activities of the Federal Surplus Commodities Corporation to Colorado would be difficult to estimate. They have been of great value to Colorado producers in helping to improve their market, and to low income families, who have had their standard of living materially improved by the addition of these commodities to their household supplies.

Expenditures from State Funds

The following administrative expense was incurred during 1939 in the distribution of surplus commodities and was paid from the Administrative Fund of the Colorado State Department of Public Welfare:

Total	\$24,281.44
Traveling Expense	\$10,438.50
Salaries	10,135.00
Telephone and Telegraph.....	1,234.80
Postage	1,029.21
General Office Supplies.....	947.01
Machinery Repairs.....	232.77
General Printing.....	125.51
Miscellaneous	138.64

**Expenditures of Colorado State Department of Public Welfare from the Emergency and Contingent Fund for Commodity Distribution Division
January 1, 1939-January 1, 1940**

Expenditure	Amount	Total
Total		\$245,286.82
FOR WPA SEWING PROJECTS.....		\$117,891.07
Material	\$101,162.47	
Rent	7,456.74	
Light, Heat, Power, and Water	3,054.62	
Freight on Sewing Ma- terial	1,814.19	
Repairs	1,364.60	
Telephone	220.00	
Miscellaneous Supplies ..	2,818.45	
FOR OPERATING.....		101,662.12
Freight, Express, and Hauling	\$ 57,574.25	
Packaging Expense	26,392.64	
Warehouse Rentals.....	7,690.22	
Cold Storage.....	3,852.03	
Light, Heat, Power, and Water	2,821.68	
General Printing.....	1,823.73	
Supplies and Repairs.....	883.21	
Telephone	142.70	
Miscellaneous	481.66	
FOR WPA CANNING PLANTS.....		13,483.15
Cans	\$ 10,455.11	
Boxes and Labels.....	2,319.20	
Freight	707.64	
Miscellaneous	1.20	
FOR PURCHASING AND MANUFACTUR- ING		9,429.06
Blankets and Mattresses..\$	9,429.06	
FOR OTHER WPA PROJECTS.....		2,821.42
Freight	\$ 2,821.42	

Food Stamp Plan in Colorado

Colorado's participation in the Federal food stamp plan was assured on November 17, 1939, when an agreement was entered into between the Federal Surplus Commodities Corporation under the United States Department of Agriculture, the Colorado State Board of Public Welfare, and the Denver Bureau of Public Welfare. Rochester, New York, was the first city in which this plan was tried. It was inaugurated in that city in May, 1939; by December 31, 1939, the plan had been adopted in approximately 25 areas. On November 21, 1939, it became operative in Denver County, at present the only county in Colorado with this plan. On that date, delivery of surplus food commodities by truck was discontinued in Denver.

Under this plan, the Denver Bureau of Public Welfare purchases orange and blue colored stamps from the Federal Surplus Commodities Corporation for distribution to persons and families who are recipients of Old Age Pension, Aid to Dependent Children, Aid to the Blind, General Assistance, and Work Projects Administration wages. The plan, which is entirely voluntary, enables recipients of public assistance and Work Projects Administration wages to purchase orange colored stamps with a minimum value of \$1.00 a week or with a maximum value of \$1.50 a week for each member of the family. Blue surplus stamps are given free with the purchase of orange stamps on a ratio of one blue to every two orange stamps; for example, a person who purchased orange stamps worth \$6.00, would be given blue stamps with a value of \$3.00. Each of the stamps, either blue or orange, has a value of 25 cents.

Exceptions are made in the requirements relative to the amount of orange stamps which must be purchased in the case of recipients of General Assistance or of Work Projects Administration wages. It is not necessary for General Assistance families with less than five members to include children under two years of age in purchasing the minimum of orange stamps. Irrespective of size, a General Assistance family need not purchase orange stamps in excess of \$20.00 in any month.

Both types of stamps are good for purchases in any grocery store in the area in which the plan is operative. Orange stamps may be used for any kind of groceries, while blue stamps can be used only for those foods designated as surplus by the Federal Surplus Commodities Corporation. Lists of commodities declared by the Secretary of Agriculture as surplus are from time to time furnished to the merchants by the Corporation. The merchant may not give any cash in change to those presenting the stamps, nor may he sell tobacco, alcoholic beverages, or any food to be consumed on the premises. If the purchaser

has any change due him, he may obtain it in the form of credit on future purchases. The stamps cannot be used for the payment of old accounts but are limited in use to current buying of commodities. The stamps must be detached in the presence of the food dealer at the time the food is purchased. Stamps are redeemed by banks, wholesalers, and the Federal Surplus Commodities Corporation when presented by the merchant.

Food order stamps may be purchased by recipients of public assistance or Work Projects Administration wages in Denver County on presentation of an identification card at the Food Stamp Issuing Office at 1514 Welton Street. This card is sent to them by the Denver Bureau of Public Welfare, and no stamps may be issued to any person unless he presents his identification card. If another member of the family or a relative of the person whose name appears on the card wishes to purchase the stamps, he must have an authorization of agent form. All cards are carefully checked and are cleared through a master file in the distributing office. They are sold in books, and no new stamps may be sold by the issuing office unless the covers of the previously purchased books are shown. Persons and families must use their stamps within the pay period in order to be eligible for continued participation. These stamps may not be traded or sold, or used by any other person or family, and the merchant is required to make sure of the identity of everyone presenting stamps for purchases in his store.

The cost of administering the food stamp plan is shared by the Colorado State Department of Public Welfare and the Denver Bureau of Public Welfare. Administrative standards of the Federal Surplus Commodities Corporation must be met relative to personnel, office space, arrangements, records and reports, and the food stamp issuing office must be adequately staffed for efficient performance. Many of the clerical employees are certified workers in the Work Projects Administration program.

A significant fact shown in the table on page 37 is the increasing participation by persons receiving all types of assistance and Work Projects Administration wages. Experience in other cities would indicate the probability that maximum participation will not be reached until the fourth or fifth month. At that time, if the experience in other cities is any indication, a peak participation of 75 per cent will be reached. A relatively small number of General Assistance recipients are taking advantage of the plan; this may be attributed, in part at least, to the fact that many of them are not receiving the maximum budget for family needs and are unable to purchase the minimum amount of orange stamps with the funds they

ANALYSIS OF PARTICIPATION BY ELIGIBLE FAMILIES OF DENVER COUNTY IN FOOD STAMP PLAN
November and December, 1939

PERIOD*	CASES			AMOUNT	
	Certified as Eligible	Number Participating	Per Cent of Eligibles Participating	Orange Stamps Purchased	Blue Stamps Issued
GRAND TOTAL.....				\$156,466	\$ 78,233
Work Projects Administration					
Total				\$ 80,184	\$ 40,092
November 21-30.....	7,130	1,354	19.0	\$ 9,878	\$ 4,939
December 1-15.....	7,491	3,845	51.3	31,554	15,777
December 16-31.....	7,412	4,655	62.8	38,752	19,376
General Assistance					
Total				\$ 13,144	\$ 6,572
November 21-30.....	3,472	263	7.6	\$ 1,328	\$ 664
December 1-15.....	4,150	870	21.0	4,752	2,376
December 16-31.....	3,943	1,102	27.9	7,064	3,532
Old Age Pension					
Total				\$ 41,246	\$ 20,623
November 21-30.....	11,025	3,597	32.6	\$ 17,808	\$ 8,904
December 1-31.....	11,135	4,307	38.7	23,438	11,719
Aid to Dependent Children					
Total				\$ 21,614	\$ 10,807
November 21-30.....	1,362	462	33.9	\$ 7,884	\$ 3,942
December 1-31.....	1,424	790	55.5	13,730	6,865
Aid to the Blind					
Total				\$ 278	\$ 139
November 21-30.....	130	1	.8	\$ 6	\$ 3
December 1-31.....	135	48	35.6	272	136

*Food stamp plan inaugurated in Denver County on November 21, 1939.

have available for food. The fact that many cases are included in the General Assistance case load that are not currently receiving any assistance further tends to lower the participation of General Assistance recipients in the plan; these cases are receiving so-called "zero budgets" from the Denver Bureau of Public Welfare.

The length of the periods in the table vary because of two factors. November 21-30 is the first period in every instance, inasmuch as November 21 was the day on which the plan became operative. The other factor relates to the difference in the pay period: Recipients of General Assistance and of Work Projects Administration wages buy stamps twice a month, and the periods for these two types are there-

fore shown on a semi-monthly basis; recipients of categorical assistance purchase the stamps once a month, and the periods for these include the entire month.

"Consumer income studies made a few years ago showed that 40,000,000 of our people are living in families whose average cash income is only \$9 a week. About one-half of these people have been getting some form of public assistance, and it has been estimated that many millions of families in this group are spending an average of only \$1 a week per person for food. That means 15 cents a day, or 5 cents a meal for food purchases."¹ The low pur-

¹Report of Federal Surplus Commodities Corporation for the Fiscal Year 1939.

chasing power of such a large group of people has been an important factor in the farmers' difficulty in marketing part of his production and in the problem of the malnutrition of low-income people.

Although the food stamp plan has been in operation in only a few of the larger cities in the United States, its probable feasibility has been demonstrated. Proponents of the plan feel that it will not only supplement the food diet of needy persons and provide an expanded market for farmers, but it will also benefit business by increasing the flow of foodstuffs through regular commercial channels. Although fruits and vegetables, and dairy and poultry products are protective foods which are necessary to prevent mal-

nutrition, they are too often lacking in the diet of needy persons. It is probable that the food stamp plan will alleviate malnutrition by furnishing needy persons with an increased amount of all foods—the protective foods in particular. Instead of having five cents to spend for each meal, these persons are enabled to spend seven and one-half cents per meal, and since the purchases are made at grocery stores, the retail grocers realize an increased volume of business. It is well to remember that the entire plan is in an experimental stage. Extension on a large scale is not practicable in Colorado at the present time.

Child Welfare Division

The United States Government, through the Social Security Act (Title V, Part III), acts with the states to provide for the protection and care of homeless, dependent, and neglected children and of those in danger of becoming delinquent. These services are limited by the act to predominantly rural areas or areas of special need. Joint planning between the state welfare agencies and the Federal Government make these services possible. The situation in each state is considered, and the program is developed to meet the needs of the individual state.

Under Colorado's plan, child welfare units in seven counties have been established. In each of these units a trained and experienced child welfare worker has been placed on the staff of the local County Department of Public Welfare; thus, case-work service is provided for children who are homeless, neglected, dependent, physically or mentally handicapped, or who present serious conduct difficulties.

In addition to the child welfare workers in the seven local units, Colorado has four District Consultants and one State Consultant on the staff of the Child Welfare Division of the State Department of Public Welfare. Through this consultant service, the counties that do not have child welfare units are assisted by child welfare workers who are trained and experienced. These workers understand children's problems and difficulties and utilize resources for the treatment of these problems.

It is imperative that every effort be made to safeguard children in their own homes. If the mother is ill or temporarily out of the home, the Child Welfare Division provides housekeeper service or "substitute mothers." Thus, the necessity of removing the chil-

dren from their own homes is eliminated in many instances.

There are times, however, when plans must be made to care for children in homes other than their own. The Colorado Legislature provided a fund from which the Child Welfare Division can pay the cost of boarding home care for children who, after careful study, are found to be in need of such service. As shown in the accompanying tables, 165 children were placed in boarding homes by this Division during the past year.

In selecting a foster home, the child's special personality and needs are considered, and a home is chosen that best meets these requirements. The relationships between the child and his foster family, between the child and his own home, and between the foster family and his own family are interpreted by child welfare workers, and a plan of careful supervision is followed.

The Child Welfare Division has extended its services to include arranging for the adoptions of legitimate children and also illegitimate children born in homes in which there have not been three or more births during the year. Colorado statutes* provide that all other illegitimate children be committed to the Colorado State Home for Dependent Children for adoption.

In order that the needs of the "whole child" as related to his total situation may best be met, child guidance clinics have been established in three of the seven child welfare units. This plan has been developed in cooperation with the Colorado Psychopathic Hospital. These clinics are treatment clinics,

*Colorado Statutes Annotated, 1935, Chapter 78, Sections 144 and 146.

**SOURCE OF REFERRAL OF CHILDREN PLACED IN BOARDING HOUSES
CLASSIFIED BY AGE AT TIME OF PLACEMENT**

January 1, 1939-January 1, 1940

AGE	SOURCE																	
	FAMILY OR RELATIVES			COMMUNITY							STATEWIDE							
	Total	Family	Relatives	Total	School	Court	Private Social Agency	County Public Welfare Dept.	County Nurse	Church	Service Club	Total	Private Social Agency	State Crip-pled Children	Colorado Psychopathic Hospital	Federal Court	State Child Welfare Advisory Committee	
Total	165	10	9	1	140	20	31	11	68	4	4	2	15	3	2	5	3	2
Under 1 year	5	.....	.....	.....	4	.....	.....	3	1	.....	.....	.....	1	.....	1	.....	.....	.....
1 and under 2 years.....	4	1	1	.....	3	.....	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 " " 3 "	4	.....	.....	.....	4	.....	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....
3 " " 4 "	3	.....	.....	.....	3	.....	1	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
4 " " 5 "	5	.....	.....	.....	4	.....	.....	.....	4	.....	.....	.....	1	.....	1	.....	.....	.....
5 " " 6 "	6	.....	.....	.....	6	.....	2	2	2	.....	.....	.....	.....	.....	.....	.....	.....	.....
6 " " 7 "	5	1	1	.....	4	.....	1	.....	2	.....	1	.....	.....	.....	.....	.....	.....	.....
7 " " 8 "	7	.....	.....	.....	7	.....	2	.....	2	.....	3	.....	.....	.....	.....	.....	.....	.....
8 " " 9 "	7	1	.....	1	6	1	1	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	.....
9 " " 10 "	8	1	1	.....	7	1	1	.....	5	.....	.....	.....	.....	.....	.....	.....	.....	.....
10 " " 11 "	15	.....	.....	.....	14	1	3	4	6	.....	.....	1	.....	.....	1	.....	.....	.....
11 " " 12 "	9	2	2	.....	6	3	.....	.....	2	.....	.....	1	1	.....	.....	1	.....	.....
12 " " 13 "	19	2	2	.....	17	5	2	.....	7	3	.....	.....	.....	.....	.....	.....	.....	.....
13 " " 14 "	12	.....	.....	.....	12	3	3	.....	5	1	.....	.....	.....	.....	.....	.....	.....	.....
14 " " 15 "	17	.....	.....	.....	16	3	7	1	5	.....	.....	1	.....	.....	.....	1	.....	.....
15 " " 16 "	10	1	1	.....	9	.....	4	.....	5	.....	.....	.....	.....	.....	.....	.....	.....	.....
16 " " 17 "	18	1	1	.....	12	3	3	.....	5	.....	1	5	.....	.....	1	3	1	.....
17 " " 18 "	11	.....	.....	.....	6	.....	1	.....	5	.....	.....	5	3	.....	1	.....	.....	1

with the psychiatric service provided by the staff of the Colorado Psychopathic Hospital. Only active cases of the Child Welfare Division are referred to these clinics. They are held four times during each school year in Mesa and Otero Counties, and once each month from September to May, inclusive, in Weld County. The Weld County clinic was organized in 1929 and has continued since that time through the sponsorship of the American Legion and the Greeley public schools.

In the other four units and in the counties served by the Consultants, clinic service is available either through the units mentioned above or through the following clinics:

- The Child Guidance Clinic, Colorado Psychopathic Hospital, Denver.
- The Child Guidance Clinic, Demis-Taylor Foundation, Colorado Springs.
- The Child Guidance Clinic, Family Service Society, Pueblo.

The latter two are private clinics.

In all of the counties in the state, excluding Denver, County Judges act as juvenile judges on all cases involving minors. Many judges desire cooperation from the Child Welfare Division in planning for children who come before them. In many instances, it is possible for the children to remain in their own homes or in the homes of relatives, but frequently the judge desires supervision of these chil-

dren by a child welfare worker. In some instances, children are placed in one of the boarding homes of the Child Welfare Division under the supervision of a child welfare worker.

In carrying out the provisions of the Federal Juvenile Delinquency Act of June, 1938, concerned with boys and girls under 18 years of age who have committed an offense against the laws of the United States, Federal probation officers seek cooperation from public and private child welfare workers. In Colorado, the Child Welfare Division of the State Department of Public Welfare has, upon request, rendered service to children thus brought to its attention.

Many of the children needing the services of the Division are referred by the schools. Teachers, familiar with home situations which reflect in the behavior of children, often seek assistance from the workers.

In order to provide as extensive a service as possible for children in Colorado, the private family agencies as well as the private children's agencies have worked closely with the Division. Public agencies, ex-service men's clubs, service clubs, and other groups have shown their eagerness to help in providing more extensive services for children. The State Child Welfare Advisory Committee and local advisory committees have also given generously of time and energy to safeguard the interests of children in Colorado.

Of the 165 children placed in boarding homes in 1939, all but 15 were referred by sources within the community in which the child lived. In 10 instances the immediate family or a relative requested the services of this Division. The referral of 140 children originated in the community from public or private welfare agencies, the court, the school, the county nurse, the church, or the service club.

The awareness by these groups and by many individuals of problems within their communities and

of the programs of Child Welfare Services is worthy of comment. Although nearly half of the 140 referrals from community sources, other than families or relatives, were made by the county welfare department, comparatively large numbers were reported by the court and the school—31 and 20 respectively.

Of the 15 children referred by other than community sources, 12 were reported by state-wide public agencies and three by private agencies.

REASON FOR BOARDING HOME PLACEMENT, AGE OF CHILDREN AT TIME OF PLACEMENT

January 1, 1939-January 1, 1940

Age	Total	REASON								
		Neglect by Parent or Parents	Born Out of Wedlock	Motherless	Ill-Health		Delinquency	Behavior Problem	Need for Psychiatric Study	Other
					Parent	Child				
Total	165	47	9	45	11	10	9	13	18	3
Under 1 year.....	5	....	4	....	....	1	....	....	....	....
1 and under 2 years.....	4	....	2	2	....	....	....	....	....	....
2 " " 3 "	4	2	1	1	....	....	....	....	....	....
3 " " 4 "	3	1	....	2	....	....	....	....	....	....
4 " " 5 "	5	1	....	2	1	....	....	....	....	1
5 " " 6 "	6	2	....	1	1	1	....	....	....	1
6 " " 7 "	5	1	....	2	....	2	....	....	....	....
7 " " 8 "	7	4	....	1	....	....	....	1	....	1
8 " " 9 "	7	3	....	3	....	....	....	1	....	....
9 " " 10 "	8	1	....	2	1	1	....	1	2	....
10 " " 11 "	15	6	....	5	1	1	....	1	1	....
11 " " 12 "	9	1	....	3	1	....	....	....	4	....
12 " " 13 "	19	7	....	5	1	2	....	1	3	....
13 " " 14 "	12	4	1	2	1	....	1	2	1	....
14 " " 15 "	17	3	1	4	3	1	2	1	2	....
15 " " 16 "	10	2	....	2	1	....	2	1	2	....
16 " " 17 "	18	5	....	8	....	....	2	1	2	....
17 " " 18 "	11	4	....	....	....	1	2	3	1	....

An analysis of the 165 placements in boarding homes during 1939 shows that the major reason for the necessity of care for the child away from his own home was because of the conduct of the child's parents. There were 47 instances of neglect of children by their parents, and nine children were born out of wedlock.

In 45 instances, placement was necessitated primarily because the child was motherless. Personality and behavior problems of the child were the basic reasons for the placements of 40 children.

The health of the parents was the predominant cause for the placements of 11 children. The health situation of the child was the major factor in the placements of 10 additional children. The importance of educational and health programs as preventative measures is apparent.

These data relative to the reason for boarding home placement show only the principal factor involved in each placement. In some instances, there were contributing reasons which were of secondary

nature as compared with the one indicated in the analysis.

Approximately 62 per cent of the children placed in boarding homes during 1939 were boys. The age group with the largest number of placements (35 per cent) was comprised of those children between 12 and 16 years of age; more than 50 per cent of the children were between 12 and 18 years of age.

AGE AND SEX OF CHILDREN PLACED IN BOARDING HOMES

January, 1939-January, 1940

Age Group*	Number of Children		
	Total	Boys	Girls
All ages	165	102	63
Under 6 years.....	26	16	10
6 and under 12 years.....	52	35	17
12 " " 16 "	58	34	24
16 " " 18 "	29	17	12

*Age at time of placement.

Division of Tuberculosis

January 1, 1939, to January 1, 1940

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

A person is eligible for Tuberculosis Assistance who: has lived in Colorado for three years; has tuberculosis in any form and needs treatment; and is without sufficient means to obtain treatment. In order to obtain this assistance, he must make application to the County Department of Public Welfare in the county where he has residence. It is necessary that the applicant list all his assets and liabilities, his income (if any), the number of dependents and the number of adults and children in the household.

Table 14. SUMMARY OF TUBERCULOSIS ASSISTANCE

APPLICATIONS		January 1, 1939, to January 1, 1940	
Acted upon during 1939.....			128
New—never previously approved.....		121	
Readmitted—previously under care.....		5	
Reopened—previously approved and hospitalization not accepted.....		2	
Not placed under care.....			27
Died before approval of application.....	10		
Hospitalization not accepted*.....	9		
Application disapproved.....	6		
Application withdrawn by county.....	1		
Died before being hospitalized.....	1		
Placed under care.....			101
	* * * * *		
CASES UNDER CARE			
Cases under care January 1, 1939.....			125
Placed under care during 1939.....			101
New cases.....		96	
Readmitted cases.....		5	
Total.....			226
Care terminated during the year.....			85
Discharged.....		44†	
Death.....		33	
Left sanatoria against advice.....		8‡	
Cases under care January 1, 1940.....			141

SUMMARY OF SANATORIA CASES
January 1, 1939, to January 1, 1940

Cases in sanatoria January 1, 1939.....	116
Hospitalized during 1939.....	103
New—never previously approved.....	96
Readmitted—hospitalized prior to 1939.....	5
Readmitted from out-patient department.....	2
Total.....	219
Hospitalization terminated during 1939.....	97
Discharged.....	42†
Apparently arrested.....	20
No-clinical.....	6
Quiescent.....	6†
Improved.....	4
Progressive.....	2
Maximum benefit without surgery.....	2
Healed.....	1
Unimproved.....	1
Death.....	32
Transferred to out-patient department.....	15
Left sanatoria against advice.....	8‡
Cases in sanatoria January 1, 1940.....	122

SUMMARY OF OUT-PATIENT DEPARTMENT CASES
January 1, 1939, to January 1, 1940

Cases in out-patient department January 1, 1939.....	9
Cases transferred to out-patient department during 1939.....	15
Total.....	24
Care in out-patient department terminated during year.....	5
Readmitted to sanatoria.....	2
Discharged (lungs allowed to re-expand).....	2
Death.....	1
Cases in out-patient department January 1, 1940.....	19

*Two of these accepted hospitalization later.

†One patient included twice due to being discharged twice during the year.

‡Only seven patients represented inasmuch as one left twice during the year.

After investigation has been completed by the County Department, a medical examination is made either by the family physician or the county physician. The examination cost is borne by the county. This information is then forwarded to the State Department on proper blanks and is reviewed by the Director of Public Assistance and the Director of Tuberculosis. If they find the applicant eligible, his application is approved and returned to the County Department, which makes arrangements for the case to be placed in one of the 12 institutions approved by the State Department. A member of the staff at the institution is designated by the State Department to give the necessary medical care under the supervision of the Director of Tuberculosis.

During 1939, 128 applications for Tuberculosis Assistance were received from 28 counties of the state; two persons are included in this number of applications twice inasmuch as they did not accept hospitalization at the time they were first approved

and did accept later upon second application. Of the six persons whose applications were disapproved during the year, five were not in need of hospitalization and one was not in need of public assistance.

The table summarizing sanatoria cases shows that 96 persons were hospitalized who had never previously been approved. One of these persons was transferred to the out-patient department during the year and, subsequently, was readmitted from the out-patient department; this person is, therefore, included as one of the two who are shown as having been readmitted from the out-patient department so that the total of 103 hospitalized includes this person twice. The table relative to sanatoria cases also shows that the condition of four persons was improved at the time of discharge; one of these was discharged inasmuch as the case was no longer in need of public assistance. The one person who was unimproved upon discharge left the sanatorium with consent but was in need of further treatment.

**APPLICANTS FOR TUBERCULOSIS ASSISTANCE
CLASSIFIED BY AGE**

January 1, 1939-January 1, 1940

CLASSIFICATION	TOTAL	AGE						
		Under 11	11-21	21-31	31-41	41-51	51-61	61 and Over
Total	126	1	23	40	29	19	10	4
Far Advanced.....	75	....	11	28	16	12	5	3
Moderately Advanced	10	....	2	3	4	....	1	....
Incipient	12	....	5	3	2	2	....	....
Healed	1	....	....	....	....	1	....	....
No-clinical	3	1	....	....	2	....	....	....
Unknown:								
Died before approval.....	10	....	1	2	2	2	2	1
Refused hospitalization	7	....	1	2	2	1	1	....
Application disapproved	6	....	3	1	1	1	....	....
Died before hospitalization.....	1	....	....	1	....	....	....	....
Application withdrawn	1	....	....	....	....	....	1	....

The following named 35 counties had patients in sanatoria under the Tuberculosis Assistance program during the year:

Adams	Denver	Larimer	Pueblo
Arapahoe	El Paso	Las Animas	Rio Grande
Baca	Fremont	Lincoln	Routt
Bent	Garfield	Logan	San Miguel
Boulder	Gunnison	Mesa	Sedgwick
Cheyenne	Huerfano	Moffat	Teller
Conejos	Jefferson	Montezuma	Weld
Crowley	Lake	Otero	Yuma
Delta	La Plata	Prowers	

The 216 tuberculosis patients who received hospitalization either for the entire year or for only a portion of the year had an aggregate of 42,873 patient

days. The average cost per patient day was \$2.47; this included the expense of hospitalization, necessary surgery, dental work, consultations, transportation, burials, and out-patient department. The average cost for hospitalization only was \$2.37.

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

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

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

The accompanying table shows the surgery that was required as a result of complications arising during the course of treatment. Pneumothorax was received by 86, or approximately 75 per cent, of the 117 persons.

**TYPE OF TREATMENT RECEIVED BY CASES IN SPECIFIED STAGE OF DISEASE
 CLASSIFIED BY AGE**

January 1, 1939-January 1, 1940

STAGE OF DISEASE AND TREATMENT	TOTAL	AGE					
		11-21	21-31	31-41	41-51	51-61	61 and Over
Total	117	29	50	28	7	2	1
Far Advanced.....	97	22	45	22	6	1	1
Pneumothorax	73	18	36	14	4	....	1
Thoracoplasty	7	....	4	3	....	....	....
Phrenicectomy	4	2	1	1	....	....	....
Thoracotomy	2	1	....	1	....	....	....
Tonsillectomy	2	....	2	....	....	....	....
Empyema	2	....	....	1	1	....	....
Appendectomy	2	....	1	....	....	1	....
Confinement	2	....	1	1	....	....	....
Bronchoscopy	1	....	....	1	....	....	....
Pneumolysis	1	1	....	....	....	....	....
Spinal puncture	1	....	....	....	1	....	....
Moderately Advanced.....	18	6	4	6	1	1	....
Pneumothorax	12	4	3	4	....	1	....
Bronchoscopy	2	....	....	1	1	....	....
Cystoscopy	2	1	....	1	....	....	....
Phrenicectomy	1	....	1	....	....	....	....
Nephrectomy	1	1	....	....	....	....	....
Incipient	2	1	1	....	....	....	....
Pneumothorax	1	1	....	....	....	....	....
Spinal puncture	1	....	1	....	....	....	....

Since the inception of this program, July 1, 1937, 301 cases have been hospitalized. Definite progress is being made under this program in the control and prevention of tuberculosis in Colorado. It has been impossible, however, to accept persons for Tuberculosis Assistance as quickly as the applications have been received due to the lack of sufficient funds. On January 1, 1940, there were 22 applications on the waiting list.

Since the active cases in need of hospitalization are the principal cause for the development of new cases of tuberculosis, it is extremely important for these cases to be removed to sanatoria at the earliest possible time. Rest is the basis of the treatment for tuberculosis, and long periods of time are required for patients to receive the maximum benefit. The foremost method of obtaining rest is to have the patient go to bed and stay there for a period of time after the subsidence of all symptoms; the time varies with the individual patient. In addition to rest in bed, certain forms of treatment are used to obtain additional rest for various portions of the body that are affected.

Pneumothorax is used more frequently to obtain this result than any other method. Between July 1, 1937, and January 1, 1940, 95 cases have received this type of therapy. Approximately 74 per cent of these have been definitely benefited by this treatment.

**CASES RECEIVING PNEUMOTHORAX
 TREATMENTS**

January 1, 1939, to January 1, 1940

Cases receiving pneumothorax, January 1, 1939 (42 in sanatoria; 9 out-patients).....	51
Added during 1939.....	35
Total	86
Discontinued during year.....	24
Sanatoria cases:	
Death	14
Receiving no benefit.....	6
Surgery	1
Out-patient department cases:	
Discharge	2
Death	1
Cases receiving pneumothorax, January 1, 1940 (43 in sanatoria; 19 out-patients).....	62

Surgical collapse of the lung has been used in 13 cases. Nine of these have been definitely benefited by this form of treatment. Crushing of the phrenic nerve, which is the motor nerve of the diaphragm, has been used in 14 cases; it is difficult to evaluate the amount of benefit received by this procedure, because it is temporary in character and is not expected to give the continuous benefit that the two previous methods of collapse therapy give.

Some of the cases receiving pneumothorax treatments have had such pronounced results that it was no longer necessary for the patient to remain in bed; sputum was converted from positive to negative, and there was a total loss of other symptoms such as fever, rapid pulse, and malaise. When such results are obtained, the patients are able to take some exercise in addition to waiting upon themselves. They regain their strength to such an extent that it is possible for them to be discharged from the sanatoria and to return home; they must report periodically to the institution, however, for pneumothorax refills. A period of from 30 to 36 months is the minimum time that these treatments should be continued from the

time they are instituted; some cases require even a longer period of time. For the benefit of these patients, the Division of Tuberculosis set up the out-patient department; although they remain under the program and receive the necessary treatment, these patients are enabled to live in their own homes or in boarding houses. The counties are reimbursed for one-half of the expense incurred for medical services in the out-patient department. The State Department, however, does not reimburse the counties for boarding house care or contribute toward the maintenance of the patient in his own home. This procedure of reimbursement was adopted to enable the Department to hospitalize more cases and to continue with the supervision of the treatments of out-patients so that they may return to normal life in a shorter period of time.

Although Colorado has no state sanatorium, the foregoing data show that the Colorado plan which utilizes existing sanatoria for hospitalizing indigent cases of tuberculosis has proved its value, both in the treatment and in the control of tuberculosis.

Book Review

Migration and Social Welfare. By Phillip E. Ryan, Russell Sage Foundation, 130 East 22nd Street, New York. Published January, 1940. 114 pages. Price \$0.50.

The writer of this study describes the dilemma of the administrators of public assistance in counties in the United States in confronting the problem of the indigent migrant. On the one hand, the administrator feels the urgency of human need; on the other hand, his community usually insists that the all too meager assistance funds be spent "at home" where the needs of residents are probably being inadequately met.

Nevertheless, the migrant or transient constitutes a reality whose problem must be understood and faced. He is not as popular as he was in the days when ever-expanding frontiers needed his services; he was welcome then as one who had something to add rather than as one who was taking something from the community.

The depression brought the problem of the un-directed movement of population sharply into focus. Many who were dependent on various types of economic activity found themselves confronted with the

inability to earn a living in their locality. They were impelled to move in search of greener pastures. It was not mere restlessness that caused these people to migrate. They were responding to lack of opportunities at home in the traditional manner by seeking another chance in a new locality.

The migrant found that the communities in which he sought a solution to his problem were unable to provide the answer, either through work or through public assistance. The Federal Government stepped into the breach in July, 1933, with a Federal Transiency Program under the Federal Emergency Relief Administration. Assistance was given from Federal funds to persons in settlements or camps and to non-settled families in homes. The program was abandoned in September, 1935. Many studies have refuted the claim that the Federal program increased the volume of transiency; an accusation more probably true is that it accentuated the tendency to regard the transient as a separate class in society.

Economic causes predominate in the migration of today. Of all the multiplicity of economic causes, loss of employment is probably the greatest single factor.

Migrants are classified variously as "occasional"

and "habitual," as "migratory casual workers," "tramps," "transient unemployed," etc. They may come from any section of the country and may be headed in any direction. Migration today is comparatively aimless in that it is not directed at any definite destination. No longer is it exclusively a western trek. Economic and climatic conditions in their home localities undoubtedly sent many people looking for opportunities elsewhere. Various estimates of the number of migrants have at least this in common: they all show a considerable portion of the population of this country to be nonsettled.

The migrant has received treatment akin to hostility in communities in which he has sought to establish himself. Even where seasonable labor makes his services necessary, he is not welcome after the work is done. Health problems, child labor, lack of educational and religious opportunities, unsuitable family situations, lack of recreational outlets, all are problems to the migrants personally and, indirectly, are social problems to the community. The migrants are frequently denied such social benefits as the free exercise of civil liberties and participation in social insurances. People are prone to forget, according to this writer, that the so-called transients are normal humans in an abnormal situation.

Settlement laws of states increase the difficulties of migrant families. Frequently, the transient finds that he may lose settlement for assistance purposes in his former state while failing to gain settlement in the state to which he has moved. Intrastate migrants sometimes find that they run into comparable difficulties on the county settlement level. The migrant finds that he is outside the pale of Federal and Federal-state assistance programs. He is frequently the victim of humiliating practices which may even be so extreme as to require that he be fingerprinted when he applies for assistance or jailed on such vague charges as vagrancy. He is seldom completely excluded from public aid because of statutory requirements that emergency help must be given. However, the old poor law principle of making his request for assistance as disagreeable as possible in order to deter him from seeking permanent status in the community is usually practiced.

Some efforts have been made to meet the problem of the migrant. Local shelters and state camps, and state aid to counties and cities for care of transient families, are among the inadequate efforts. Such Federal agencies as the Farm Security Administration and the United States Public Health Service have accepted responsibility within a limited scope. Some private agencies have taken some responsibility for the care of the transients but they usually have been responsive to local pressure to make the transient

unwelcome; this has been practiced in a degree comparable to that of public agencies, according to this writer.

Migration will continue; the forces which cause people to move are still present. The problem must be met and faced realistically. Among the proposals to meet the problem of the migrant are those directed toward improving economic opportunity at the sources of migration. This, of course, is a program of vast social ramifications and must be met within a wider area of activity. It is also felt that a development of adequate social services at the source of migration would do much to eliminate purposeless and wasteful population movements.

Another aspect of meeting the problem is that of the guidance of population movements. It is emphasized by the author, however, that guidance to places where opportunities are available should not take the form of coercion or regimentation; it should be accomplished on a comprehensive scale. A combination of subsistence units of farming for seasonal work is another suggestion of especial import to casual farm laborers. Federal grants-in-aid to states for care of transients has been proposed. In the meantime, social provision for such needs as adequate housing, public assistance, family and child welfare service, and protection of civil liberties is urgent until a more comprehensive plan is evolved.

The ultimate solution will rest upon the coordination of services to migrants as a national policy. Many Federal agencies have a direct interest in the problems growing out of population mobility, and the problem is closely interwoven with other phases of our economic life. The author does not suggest the exact nature of the coordinating body which should be employed. He does state that it should include an adequate staff and must have the full cooperation of all interested agencies. He further suggests regional planning boards and state-wide committees. Coordinated volunteer efforts are included within the scope of his suggestion. The establishment of Federal responsibility with the cooperation of private groups as a first step in the long range plan is also mentioned.

Many who read this excellent analysis of the problem of the migrants will be disappointed that the completeness and clarity of vision displayed in describing the problem did not culminate in a more definite suggestion of a plan for meeting the problem. However, this study is certainly worth reading and provides an excellent insight into the nature of the problem and into the human side of the population movement. It clearly indicates the necessity of accepting this problem as a vital concern of the entire nation.—W. V.

Colorado School for Deaf and Blind

(Although the Colorado School for Deaf and Blind is not a part of the Colorado State Department of Public Welfare, its functions are of a welfare nature. The Colorado State Department of Public Welfare is pleased to present this article which relates to such a worthy and interesting work.)

When the parents of a deaf or blind child discover their child's affliction, one of their foremost concerns is the education of the child so that he will become an independent, self-supporting citizen. The Colorado School for Deaf and Blind which is located in Colorado Springs was established for the purpose of affording both vocational and academic education to children handicapped by blindness or deafness. Its establishment was in accordance with the educational objective of the state to furnish a common school education to every capable child within her boundary. This institution is for the express purpose of education; it is not a "home" for the afflicted, a hospital for the care and treatment of the eyes and ears, nor a place for the detention and care of children incapable of mental development.

The school, originally known as the "Colorado Institute for Deaf Mutes," was established by law in 1874 when Colorado was still a territory; the Department for the Blind was added in 1883. Six

pupils attended school in a small frame building on the opening day in 1874, and by the end of the first year, there were twelve pupils. The development since that time has resulted in an institution with buildings, equipment, land, and live stock, which are valued at more than a million dollars. There are 204 deaf pupils and 56 blind pupils enrolled for the 1939-40 session; 1,192 deaf pupils and 519 blind pupils have enrolled in the school during the period from 1874 through 1939.

As provided by law, the control of the institution is vested in the Board of Trustees, the members of which are appointed by the Governor of Colorado. This board governs the general interests of the school and appoints a superintendent whose term extends for a period of two years. The five departments of the school are: the literary department with a staff of twenty-three instructors for the deaf and seven instructors for the blind; the musical department with four instructors; the physical education department with three instructors; the industrial department with thirteen instructors; and the domestic department with seventeen employees. The teaching of deaf and blind persons is a highly specialized field, and all of the instructors in these various departments have had extensive training.



The School Building

The buildings on the campus include an administration building; a school building, shown in the picture on page 46, which contains a chapel and schoolrooms for both the deaf and the blind; a gymnasium; several dormitory buildings; a hospital; a hospital annex; a domestic science cottage; and a building which contains the kitchen, dining-rooms, storerooms, and employees' rooms.

All deaf and blind residents of Colorado between the ages of six and twenty-one years who are mentally and physically capable of obtaining an education are eligible to attend this school free of any tuition fees. This includes all those whose hearing or sight is so impaired as to prevent them from obtaining an education in the public schools. Total deafness or blindness is not a requirement. Persons more than twenty-one years of age may be admitted at the option of the Board of Trustees. Provided a resident of the state of Colorado is not thereby excluded, residents of other states may be admitted to the school by paying in advance a sum equal to the total cost per capita of the students during the preceding year.

The law requires that at the time of every census, the secretary of each school district should use reasonable diligence to ascertain the number of blind and deaf persons between the ages of four and twenty-two years and to give the name and address of each in the annual report to the county superintendent. This procedure has become a regular part of the annual school census which is taken in April. Referrals, however, may be made to the superintendent of this institution by anyone who knows of a deaf or blind youth who is mentally sound and free from contagious or chronic disease; thereupon, the superintendent makes the necessary investigations.

The state furnishes everything except clothing and traveling expenses to the residents of Colorado attending the school. A deposit of ten dollars must be made at the beginning of each school year for the purchase of clothing that is likely to be needed. If a person is unable to pay this fee or the transportation to and from the school, the county in which the person resides assumes the expense.

In the literary department, the course of study for both deaf and blind pupils is quite similar to that provided in the public schools, and graduates are eligible for college. All new deaf pupils are placed in oral classes where an attempt is made to teach them to speak and to read the lips. Those who learned to talk before losing their hearing and some of those born deaf make favorable progress under this method and are retained in the oral department. All school work with these pupils is oral so that there

is no likelihood of their forgetting how to talk. Deaf children who can never learn to speak well enough for practical purposes are taught by use of the manual alphabet and by writing. The blind pupils, to whom language presents no difficulty, are given a very thorough high school course. Revised Braille is used in the greater part of the literary work and in music, but all blind pupils are taught to write script and to operate typewriters.

In addition to the literary background, the school undertakes to furnish each pupil with knowledge of some trade that will enable him to earn a livelihood. The school motto is "learn to do by doing," and a period of from one to three hours is spent in the shop under competent instructors every day. The deaf boys may choose to learn baking, barbering, carpentry, gardening, painting, printing, shoemaking, or sloyd; the blind boys may choose broommaking, brushmaking, piano tuning, shoemaking, or rug, carpet, and hammock weaving. All of the girls have regular instruction in sewing, knitting, crocheting, and such general housework as is involved in the care of their own rooms, and the older girls have lessons in cooking. Some of the girls are given instruction in dressmaking and rug weaving. By assisting in the school's laundry, many of the deaf pupils are enabled to obtain employment later in commercial laundries where their work has proved unusually satisfactory.

The school has equipment and facilities for recreation in recognition of the fact that such activities are a vital and necessary part of every child's life. There is a gymnasium; a playground for the younger children; a football field and a basketball court for the deaf boys; and a running track which is equipped for use by the blind boys as well as the deaf boys. Competitive football and basketball games are played with other schools.

Pupils Enrolled in Colorado School for Deaf and Blind, Classified by Age at Onset of Deafness or Blindness
September, 1874—July, 1939

Age	Total	Type of Disability	
		Deafness	Blindness
Total.....	1,687	1,177	510
At birth	425	273	152
Birth and under 2 years	546	445	101
2 and under 5 years.....	245	186	59
5 and under 10 years....	171	102	69
10 and under 15 years....	70	26	44
15 years and over.....	24	6	18
Unknown	206	139	67

The school does not accept pupils for the purpose of giving treatment, and the fact is stressed that everything possible should be done to cure the deafness or restore the vision before a child is sent to the school. All children admitted to the school, however, are examined by a specialist, and treatment is given whenever it is needed. Four doctors are on the medical staff of the school, and children who become ill receive the very best care and attention. The school has a small hospital in which the children with the ordinary illnesses of childhood are treated and a hospital annex for those with contagious diseases. A child so unsound physically as to require constant care is not retained in the school.

It is interesting to note in the accompanying tables that approximately one-fourth of both deafness and blindness was congenital; although accidents were responsible for 15 per cent of the blindness, they were the cause of only four per cent of the deafness. These proportions exclude those pupils for whom the causes of deafness or blindness are unknown. An analysis of

family background disclosed that: of the 1,177 deaf pupils, 39 (three per cent) had parents who were related before marriage, 26 (two per cent) had deaf parents, and 178 (15 per cent) had deaf relatives; of the 510 blind pupils, 16 (three per cent) had parents who were related before marriage, nine (two per cent) had blind parents, and 46 (nine per cent) had blind relatives. The table relative to age shows that 57 per cent of the blind pupils and 69 per cent of the deaf pupils were afflicted at birth or before they were two years of age, and 29 per cent of the blind and 28 per cent of the deaf between the ages of two and ten years. These percentages are computed exclusive of those whose age at the onset of the affliction was unknown. The pupils enrolled in the school since its inception have designated 40 states and 19 foreign countries as places of birth. Colorado was given as the birthplace of 48 per cent of the pupils; 56 pupils were excluded from the total in computing this percentage inasmuch as their birthplaces are unknown.

Blind Pupils Enrolled in Colorado School for Deaf and Blind, Classified by Cause of Blindness

September, 1874—July, 1939

Cause	Number
Total.....	510
Congenital	94
Accident	57
Inflammation	19
Cataract	17
Measles	12
Explosion	11
Spinal meningitis.....	10
Scarlet fever	9
Carlessness	8
Smallpox	8
Cold	7
Fever	7
Congenital ophthalmia	6
Ulceration	6
Granular lids.....	5
Other	107
Unknown	127

Deaf Pupils Enrolled in Colorado School for Deaf and Blind, Classified by Cause of Deafness

September, 1874—July, 1939

Cause	Number
Total.....	1,177
Congenital	218
Spinal meningitis	142
Scarlet fever.....	101
Measles	43
Accident	35
Influenza	31
Whooping cough.....	29
Cold	27
Brain fever.....	24
Catarrh	24
Pneumonia	23
Fever	22
Abscess	16
Typhoid	16
Diphtheria	13
Spasms	11
Scarlet fever and meningitis.....	10
Tonsilitis	10
Other	140
Unknown	242



THE DIVISION OF CCC SELECTION

(Continued from page 27)

The camp educational adviser has a difficult problem to prepare a suitable program that will meet the needs of 200 boys with many different levels of education. Of the 3,129 boys enrolled in 1939, 22.85 per cent had had first to seventh grade schooling; 29.15 per cent had been graduated from the eighth grade; 46.31 per cent had had some high school work, of which 10.96 per cent had been graduated; and .8 per cent had had some college work. It was interesting to note that 64.94 per cent had never had regular paid employment; 20.17 per cent had been regularly employed for four months or less.

It is logical for a youth with limited educational background and little or no work experience to be attracted to a program which offers a means of increasing his employability. The County Departments of Public Welfare deem it a privilege to have the responsibility of selecting Colorado's young men for a program whose purposes and underlying principles are definitely established for the future well-being of these youths.

During the coming year it is the objective of the State Department of Public Welfare to assist the County Departments in acquainting potential enrollees with the work and educational accomplishments of CCC. Through an understanding of the program it is hoped that the enrollees will take full advantage of the opportunities presented.

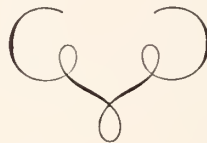
CHILD WELFARE DIVISION

(Continued from page 40)

LENGTH OF TIME UNDER CARE OF CHILDREN IN BOARDING HOMES ON DECEMBER 31, 1939

Weeks	Number of Children
Total	99
Under 4 weeks.....	5
4 and under 8 weeks.....	7
8 " " 12 "	8
12 " " 16 "	5
16 " " 20 "	5
20 " " 24 "	9
24 " " 28 "	4
28 " " 32 "	3
32 " " 36 "	4
36 " " 40 " .....	....
40 " " 44 " .....	....
44 " " 48 " .....	....
48 " " 52 "	49

Of the 99 children in boarding homes under the Child Welfare program on December 31, 1939, one-half had been under care between 48 and 52 weeks. Only five children had been under care less than four weeks and 20 under care less than 12 weeks.



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