

UNITED STATES DEPARTMENT OF LABOR

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FAMILY WELFARE

SUMMARY OF EXPENDITURES FOR RELIEF
GENERAL FAMILY WELFARE AND RELIEF

MOTHERS' AID

VETERANS' AID

By GLENN STEELE



Separate from Publication No. 209

Social Statistics in Child Welfare and Related Fields—
Annual Report for the Registration Area for the Year 1930



UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1932

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Document Number 196

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III

Family Welfare

SUMMARY OF EXPENDITURES FOR RELIEF

Through the cooperation of community chests and councils and family-welfare agencies, reports covering activities in the field of family welfare during the calendar year 1930 were received by the Children's Bureau from 38 metropolitan areas, representing 19 States and the District of Columbia.

The collection of these data was begun by the bureau July 1, 1930, when it assumed the work of the Joint Committee for the Registration of Social Statistics.¹ Reporting to the bureau was thus commenced in a year of unprecedented demand upon the staffs and resources of organizations responsible for the care of families in need. Under the circumstances, requests for continued and improved reporting met with exceptionally fine response from the agencies engaged in relief work. Of the 345 agencies requested to submit monthly reports, with the objective of obtaining complete statistics for each of the 38 participating cities, 319 (92 per cent) furnished either monthly or annual reports.

These reports have been classified according to the three types of service in the family-welfare field—general family welfare and relief; mothers' aid from public funds, usually given to support the children of widows; and aid to veterans and their families, exclusive of all Federal provision.

An analysis of the statistics for each service is presented in separate sections of the report, but the data on relief expenditures are combined to show for 1930 the extent and sources of relief for the entire family-welfare field.

A general summary of relief reports given in Table I (p. 47) also shows the status of reporting in the 38 cities which form the registration area. Only three cities failed to report the major volume of general family relief; reports on mothers' aid are lacking for only two cities; and from every city relief was reported by agencies serving the ex-soldier.

The apportionment of the 1930 relief funds to the three types of service is shown in Table 1 for the 33 cities submitting satisfactory reports in all sections of the family-welfare field.

¹ Representing the local community research committee of the University of Chicago, cooperating with the National Association of Community Chests and Councils.

TABLE 1.—Amount and per cent distribution of expenditure for each type of relief in the family-welfare field in 33 metropolitan areas during 1930

Type of relief	Expenditure for relief	
	Amount	Per cent distribution
Total—33 areas.....	\$26, 573, 684	100. 0
General family relief ¹	20, 566, 765	77. 4
Mothers' aid.....	4, 991, 161	18. 8
Veterans' relief.....	1, 015, 758	3. 8

¹ Including aid for the blind.

The reported expenditure for all types of service in 33 cities was \$26,573,684. Incomplete returns from the 5 additional participating cities bring this total to \$27,566,341. This sum still falls short of the actual cost of family relief in the registration area, owing to the omission of disbursements by 26 agencies that failed to report. It may be estimated, however, that the entire relief bill for the area in 1930 was about \$28,000,000. This represents relief expenditures in the family-welfare field for an urban population of 15,994,308 in the 38 districts.

The relative importance of each type of service in the family-welfare field as indicated by the table on aggregate expenditures for 1930 holds true, city by city, with few variations. In each city general family relief absorbed the bulk of the funds. In all but three cities disbursements by mothers' aid departments were second in amount. New Orleans, however, gave no public support to children through mothers' aid legislation, and Buffalo and Springfield (Mass.) furnished more funds for veterans' relief than for mothers' aid.

Relief in the three services is given on quite different plans. The largest proportion of general family relief is temporary and of an emergency character, although relief to families on regular allowance may extend over a considerable length of time. Aid for the blind, also classed with general family relief, is in the form of continuing grants. Mothers' aid, provided by special legislation, is usually relief which continues over long periods. Relief to veterans and their families, as reported under the registration, includes both temporary relief to meet emergencies and pensions or allowances of longer duration.

PER CAPITA EXPENDITURES FOR RELIEF

The per capita cost of all forms of material relief in the family-welfare field during 1930 has been calculated for each of 31 communities and is shown in Table 2. The figures for population and expenditures cover what is termed the "metropolitan area" of each city. This represents the field of operations of the majority of social agencies, usually more extensive than that bounded by city limits.

The selection of the area has presented problems in those cities where different agencies have varying ranges of activity, such as the county for mothers' aid departments, and a much more restricted district for leading private relief agencies. Local supervisors of

registration have considered the fields of all community social service in determining the proper areas for reporting and have instructed those family agencies which give 20 per cent or more of their service outside the defined metropolitan areas to report only such activities as come within the prescribed limits.

It will be seen that service boundaries may be difficult to outline with precision, yet the validity of intercity comparisons of per capita costs and other rates based on population depends on the exactitude with which the areas of service and the areas of population coincide. If, in any community, relief activities have extended beyond the area for which population is shown, per capita cost will be overstated. Conversely, there would be an understatement of per capita cost if the metropolitan area chosen extended beyond the limits of representative relief operations.

Thus, although metropolitan areas have been determined with every effort to relate service and population properly, it is recognized that a uniform reporting unit would be desirable to insure comparable statistics. However, as social work, with the exception of that done by public agencies, is not usually encompassed by uniform political boundaries, metropolitan areas can not be set up arbitrarily for all communities on either the city or the county basis.

Cincinnati, Columbus, Denver, Indianapolis, St. Louis, and St. Paul reported statistics of counties. The city only was the area of reporting for Chicago, Des Moines, Duluth, Kansas City, Louisville, Newark, New Haven, Omaha, Sioux City, Springfield (Ohio), Washington (D. C.), and Wichita. The metropolitan area of each of the remaining cities embraced the city and environs, as specified in the description of metropolitan areas in Appendix A (p. 45).

An inspection of per capita costs, when ranked by amount, as in Table 2, shows Detroit with the largest outlay of relief per capita, \$5.97. This merely adds to an accumulation of evidence² indicating extensive relief operations in Detroit during 1930 because of unemployment.

TABLE 2.—Per capita expenditure for all types of relief in the family-welfare field in 31 specified metropolitan areas during 1930

Metropolitan area	Per capita expenditure	Metropolitan area	Per capita expenditure
Detroit.....	\$5.97	Denver.....	\$1.13
Springfield, Mass. ^a	3.25	Sioux City.....	1.11
Buffalo.....	2.83	Minneapolis.....	1.06
Hartford.....	2.33	Chicago.....	1.08
Canton ^a	1.93	Columbus ^a	1.07
Bridgeport.....	1.84	Grand Rapids.....	1.06
Dayton.....	1.82	Omaha.....	1.02
Berkeley.....	1.72	Wichita ^a92
Cleveland.....	1.58	Louisville.....	.75
Indianapolis.....	1.54	Lancaster.....	.73
New Haven ^a	1.54	Kansas City, Mo.67
St. Paul.....	1.54	Richmond.....	.55
Des Moines.....	1.50	St. Louis.....	.54
Springfield, Ill. ^b	1.25	Harrisburg.....	.46
Akron.....	1.19	New Orleans.....	.13
Cincinnati.....	1.15		

^a Expenditure not reported by 1 agency.

^b Expenditure not reported by 2 agencies.

² Unemployment in the United States, 1930 and 1931. Monthly Labor Review (U. S. Department of Labor, Bureau of Labor Statistics), April, 1931, pp. 35-41.

Comparatively large expenditures for veterans' relief account in part for the relatively high per capita costs of Springfield (Mass.) and Buffalo.

New Orleans, at the bottom of the list, reports its relief costs at only 13 cents per capita.³ It was the only city in the registration area in which the public provided no relief whatever in the family-welfare field.

The next lowest per capita cost is shown for Harrisburg. Since Harrisburg reported for an area of two entire counties and part of a third, it is possible that the low cost reported there was due to a thin spread of relief over the tricounty area rather than to less need for relief than that experienced by other cities. Complete returns from Canton, Columbus, New Haven, Springfield (Mass.), and Wichita, in each of which one agency did not report, and from Springfield (Ill.), in which two agencies did not report, would have increased slightly the per capita costs for these cities but would not have changed their relative positions appreciably.

While these rates per capita are of value in comparing community experiences, they should not be interpreted as representing per capita costs in full for the three family-welfare services, because the expenditures used in calculating the rates were for material relief given in 1930, exclusive of administrative costs and wages paid in lieu of relief.

PUBLIC AND PRIVATE RELIEF

Interest in the extent and need of public support for dependents was focused sharply on the family-welfare field during 1930, when conditions called for greatly increased expenditures to alleviate suffering. The increases in both public and private relief as shown by the registration are discussed later in the section on general family welfare and relief, since agencies serving that field bore the brunt of the emergency-relief burden.

While mothers' aid was not appreciably affected by the economic situation, it is a public obligation of importance and has been considered here with general family relief and veterans' aid to show the sources of funds supplied for relief in the entire family welfare field.

It was found that about three-fourths of the relief funds given for the three types of service came from the public treasury. This finding holds true for the two previous years of registration as well as for 1930, although calculations for 1930 were for an expanding registration area. The percentage for 1930 was based on aggregate expenditures for 31 cities, in each of which the methods of meeting the relief bill varied, as is shown by the following table:

³ A report of the relief given by one large church organization in New Orleans during 1930 was received too late for tabulation. Inclusion of this relief would have resulted in a calculation of per capita expenditures for New Orleans higher than that shown but still below that of other cities.

SUMMARY OF EXPENDITURES FOR RELIEF

TABLE 3.—Percentage of expenditure for all types of relief in the family-welfare field by public and by private agencies in 31 specified metropolitan areas during 1930

Metropolitan area	Per cent of expenditure for relief—		Metropolitan area	Per cent of expenditure for relief—	
	By public agencies	By private agencies		By public agencies	By private agencies
31 areas.....	76.2	23.8	Des Moines.....	66.7	33.3
Detroit.....	97.9	2.1	Omaha.....	65.0	35.0
Berkeley ¹	94.4	5.6	New Haven.....	63.8	36.2
Buffalo.....	87.4	12.6	Harrisburg.....	62.2	37.8
Grand Rapids.....	87.3	12.7	Chicago.....	59.9	40.1
Columbus.....	86.9	13.1	Cincinnati.....	54.5	45.5
Springfield, Mass.....	85.4	14.6	Akron.....	53.9	46.1
Springfield, Ill.....	82.6	17.4	Louisville.....	42.8	57.2
Wichita.....	77.6	22.4	Canton.....	39.5	60.5
Indianapolis.....	77.0	23.0	Cleveland.....	36.4	63.6
Bridgeport.....	76.4	23.6	Kansas City, Mo.....	35.6	64.4
St. Paul.....	75.7	24.3	St. Louis.....	35.2	64.8
Denver.....	69.2	30.8	Lancaster.....	31.1	68.9
Sioux City.....	68.1	31.9	Richmond.....	27.8	72.2
Minneapolis.....	67.6	32.4	Dayton.....	27.1	72.9
Hartford.....	67.6	32.4	New Orleans.....		100.0

¹ In Berkeley all public funds for relief were expended by a private agency.

Disbursements in Detroit, accounting for more than one-half of all public expenditures in the 31 cities, sent the share of public relief for the area (76 per cent) above that shown for the majority of cities. However, in the majority of cities the public agencies furnished 67 per cent or more of all relief, and in 22 of the 31 cities more relief was given through public than through private organizations.

Private relief included expenditures for specialized services, such as those given by societies for the blind and agencies aiding the aged in their own homes, but the bulk was provided to maintain impoverished families.

The purposes for which public moneys for relief were spent in 31 cities are shown in Table 4. Although the data are for a limited area, they afford an interesting index of the distribution of public disbursements. Only expenditures for the support of individuals and families outside institutions are included.

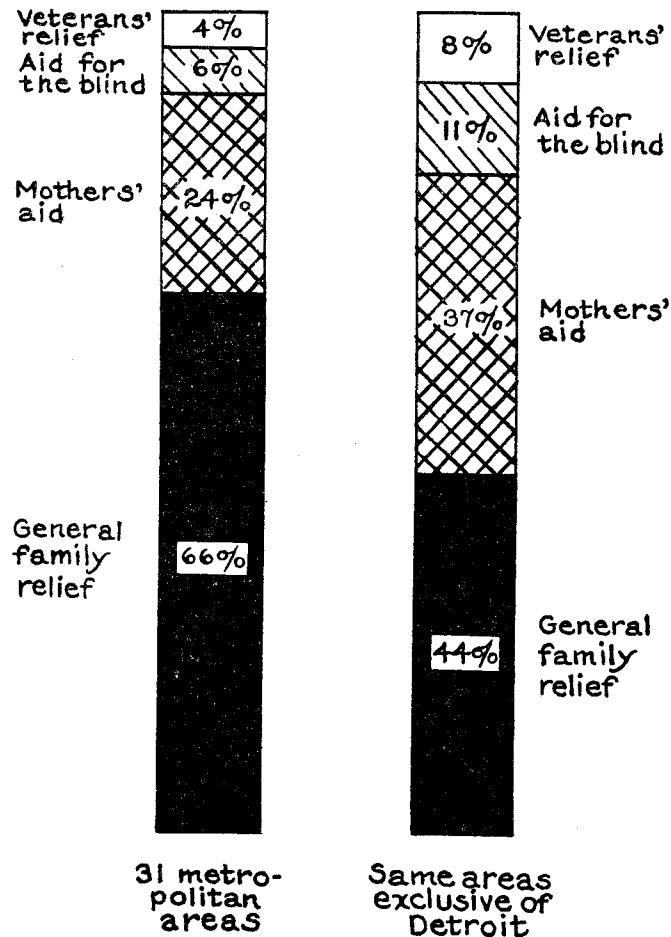
TABLE 4.—Amount and per cent distribution of public expenditure for each type of relief in the family-welfare field in 31 metropolitan areas and in the same areas exclusive of Detroit during 1930

Type of relief	Expenditure for relief by public agencies			
	31 metropolitan areas		30 metropolitan areas (exclusive of Detroit)	
	Amount	Per cent distribution	Amount	Per cent distribution
Total.....	\$19,717,345	100.0	\$9,788,374	100.0
General family relief ¹	13,031,413	66.1	4,305,515	44.0
Mothers' aid.....	4,806,156	24.4	3,603,083	36.8
Aid for the blind.....	1,089,648	5.5	1,089,648	11.1
Veterans' relief.....	790,128	4.0	790,128	8.1

¹ Excluding aid for the blind.

In spite of increasing legislation for public pensions to the aged, relief through this medium was reported for 1930 from only one city of the area (Berkeley), and because the amount expended was less than 1 per cent of all public relief it was not classified separately in the foregoing table. Five other cities (Denver, Louisville, Minneapolis, St. Paul, and Duluth) were in States, which prior to 1930, had

DISTRIBUTION OF PUBLIC EXPENDITURE FOR EACH TYPE OF RELIEF IN THE FAMILY-WELFARE FIELD DURING 1930



enacted legislation to assist the aged; but in Colorado and Minnesota no pensions were paid in 1930, and in Kentucky the pension system had not become effective in Louisville. Reporting on relief under old-age pensions will be expanded in 1931 owing to further State legislation affecting cities in the area, including an act in New York under which old-age pensions are mandatory.⁴

⁴ Operation of Public Old Age Pension Systems in the United States, 1930. Monthly Labor Review, June, 1931, pp. 1-14.

The distribution of public relief funds in the family-welfare field during 1930 has been shown in the accompanying chart for 31 cities including Detroit, and also for 30 cities with Detroit omitted. With Detroit in the picture (bar 1), general family relief, not including aid for the blind, absorbed 66 per cent of the public funds, and mothers' aid accounted for 24 per cent.

The average experience of 30 cities, exclusive of Detroit, as shown in bar 2, gives a different picture. For these cities general family relief dropped below the amount provided by the public for all other forms of aid but still remained the largest item of public expense—44 per cent, compared with 37 per cent for mothers' aid, 11 per cent for the blind, and 8 per cent for veterans' relief.

Among the cities included in the composite picture of the apportionment of public relief, Canton, Cleveland,⁵ Kansas City (Mo.), Lancaster, and New Orleans had no public departments giving general family relief other than that provided for the blind. New Orleans was the only city without provision for mothers' aid. Public aid for the blind was not reported as effective in 11 of the 31 cities, and in 18 cities veterans were not receiving relief from public funds, other than Federal. Thus, in respect to the application of public benefits as well as to the public share in relief programs, procedures of cities to meet relief problems varied widely. Such conclusions as have been reached regarding aggregate relief expenditures for the area must not be judged as typical of practice in a single community. However, by combining figures for a number of cities on financial assistance for family welfare during 1930, the following conclusions are reached with regard to actual expenditures of about \$26,000,000:

1. The major portion (77 per cent) was given for general family relief, including relief for the blind.
2. Nearly 20 per cent provided mothers' aid.
3. A small share (4 per cent) was for veterans' relief, supplemental to Federal aid.
4. Per capita expenditures for relief amounted to between one and two dollars in the majority of cities.
5. Public taxes provided 76 per cent of the money, and 24 per cent came from private contribution.
6. Of all public relief, 66 per cent was for general family relief (exclusive of aid for the blind), 24 per cent for mothers' aid, 6 per cent for aid for the blind, and 4 per cent for veterans' relief.

⁵ In Cleveland public funds for relief, allotted to a private agency, become available July 1, 1931.

GENERAL FAMILY WELFARE AND RELIEF

Under the registration of social statistics the field of family welfare includes three classes of service, as outlined in the foregoing summary of expenditures for relief. The analysis presented in this section relates only to the service given by private case-working agencies and public departments of outdoor relief, designated as "general family welfare and relief." Mothers' aid and veterans' aid, also classed as family-welfare measures, will be discussed in subsequent sections of the report.

In all, 245 agencies in the 38 registration cities were requested to report their activities during 1930 in the field of general family welfare and relief. The Children's Bureau received and tabulated reports from 218 of these agencies in 35 cities—all the cities in the registration area except Duluth, Sharon, and Springfield (Ohio).

Not all agencies could supply every item of information requested under the registration plan. These deficiencies in reporting prevent a clear-cut tabulation on all subjects for a uniform number of cities and account for the variation in the number of cities included in tabulations of different subject matters.

For family societies and welfare departments, 1930 was a year of outstanding effort. Functioning to care for those families in misfortune that must seek service or relief in normal times, their programs were all but buried in 1930 under added and urgent demands to provide the necessities of life for the jobless and their families.

Information on relief assembled through the registration service in 1929 presaged the increased responsibility family-welfare organizations were to meet in the following year. The annual report for 1929 states:

Relief expenditures during the summer of 1929 did not fall to the level that might have been expected. They were the forerunner of mounting expenditures during the fall and winter of 1929 that not only denote a period of need of major proportions but also reflect the struggle of the agencies to rise to meet the need. * * * Enough data have been received to show clearly that the upward sweep registered in December, 1929, continued on.¹

TREND OF RELIEF

To illustrate the continuous trend of expenditures during the months of 1929 and 1930, statistics are available for 32 cities in the registration area. In addition, it is possible to compare the rise in relief in this group of registration cities with the rise in a group of cities outside the registration area.

This comparison is afforded by a compilation of relief statistics made by the Children's Bureau at the request of the President's Emergency Committee for Employment. For this summary, relief

¹ Griffith, A. R., Helen R. Jeter, and A. W. McMillen: Registration of Social Statistics for the Year 1929; a [planographed] report submitted to the joint committee of the Association of Community Chests and Councils and the local community research committee of the University of Chicago, Oct. 1, 1930, p. 12.

reports from cities within the registration area were supplemented by returns from cities of 50,000 or more population throughout the country, secured through the courtesy of the Russell Sage Foundation, community chests, and relief agencies. An analysis of the cost of family relief in 100 cities for 1929 and 1930, based on these reports and published in the Monthly Labor Review of April, 1931, is reprinted in Appendix C (p. 53).

The reports so consolidated have now been regrouped in order that a comparison may be made between the trends of expenditures in the registration area and in other cities. Since all but 4 of the 32 metropolitan districts in the registration area reporting the trend of expenditures were of more than 100,000 population, the group outside the registration area selected for comparison is composed of 34 cities of the 100,000 population class.

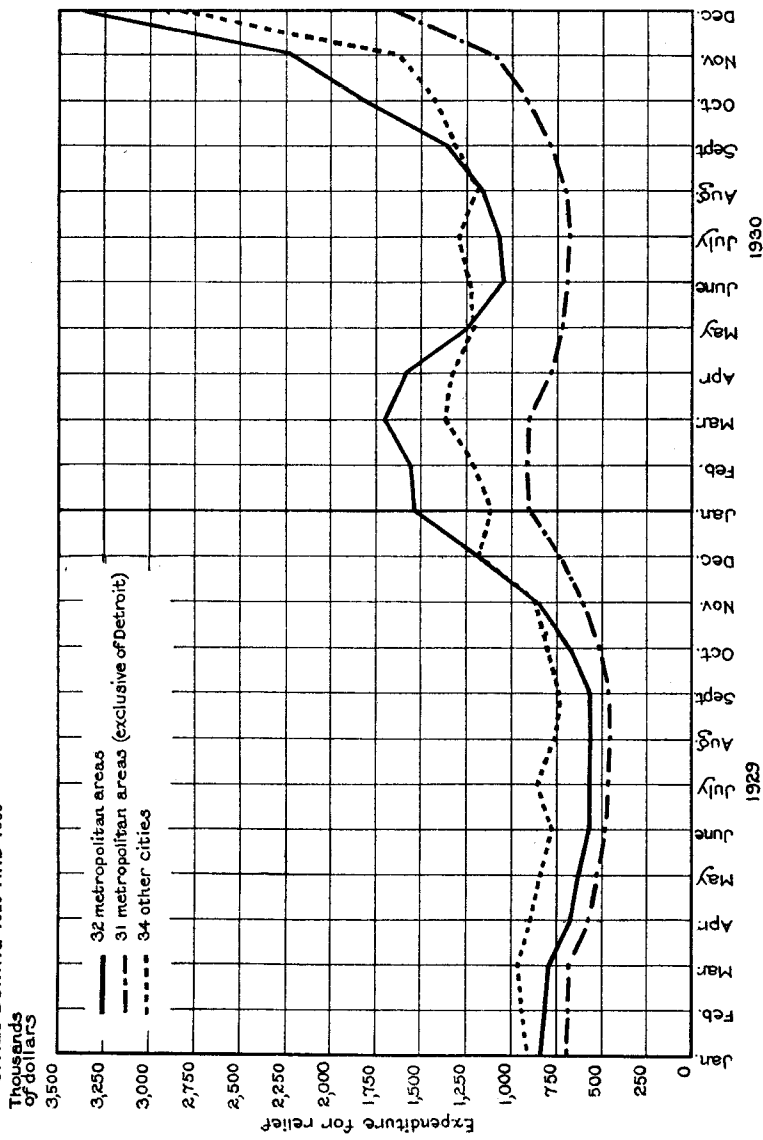
The course of relief expenditures for both groups is traced in the accompanying chart. An additional curve has been entered on the chart to show the trend of relief in the registration area when Detroit is eliminated from the calculations.

The figures on which the illustration is based, as given in Table III. (p. 49), do not include the entire volume of relief expenditures, as reports could be used only from those agencies able to give an account of disbursements by months for the biennial period. Sums expended by agencies which did not exist in 1929, but were created in 1930 to dispense emergency relief, have been included. Public aid for the blind, which was included with family-relief expenditures in registration statistics for 1929, has necessarily been so included in 1930 to make comparisons valid. For the purpose of appraising relief in relation to economic conditions, the elimination of aid for the blind would be preferable; but since, as has been previously shown, public relief for the blind is only about 6 per cent of all public relief, its inclusion does not materially affect the trend.

When the curve in this chart which represents the registration cities including Detroit is compared with the curve for nonregistration cities, a general similarity of contour is observed for the first nine months of 1929, with expenditures in the registration cities at a lower level than expenditures for the other group. Early in the fall of 1929, relief in the registration cities began to mount more rapidly than in the nonregistration cities, passing the disbursements of the latter by December and rising sharply above them to reach a peak in March, 1930. After the ensuing seasonal recession, the upturn of relief in the registration cities to meet the winter needs of 1930 was again more marked for registration than for nonregistration cities.

The effect of the extended scale of relief operations in Detroit is seen when the curve for all registration cities is compared with the curve representing registration cities exclusive of Detroit. The upturn of relief in the later months of 1930 is much less pronounced for the registration group when Detroit is omitted. The relief curve for the latter group of cities also ascends less sharply to reach the peak of December, 1930, than the curve for nonregistration cities. All three curves, however, give striking evidence of the increasing financial burden borne by large American cities in their efforts to care for the needy during 1930.

TRENDS OF MONTHLY EXPENDITURE FOR GENERAL FAMILY RELIEF IN 32 METROPOLITAN AREAS WHICH REPORTED THROUGH THE REGISTRATION SERVICE, IN THE SAME AREAS EXCLUSIVE OF DETROIT, AND IN 34 OTHER LARGE CITIES DURING 1929 AND 1930.



¹ For areas included see Table III (p. 49).

A number of these cities, in addition to providing direct relief, have created work for the unemployed. Though of a different character from straight relief, wages paid for "made work" and given in lieu of relief are an important factor in the relief situation. For the most part made-work or "wage-relief" programs were not inaugurated prior to October, 1930, and they are not represented in the figures given in this report. Among the registration cities, Berkeley, Bridgeport, Chicago, Cincinnati, Cleveland, Dayton, Hartford, Louisville, New Haven, New Orleans, St. Louis, and Springfield (Ill.) supplemented relief measures with made-work programs during the winter of 1930-31.

While the trends show the upward swing of relief for urban areas as a whole, the advance has been much more pronounced in some cities than in others. The percentage of change in 1930 expenditures, as compared with those of 1929, is shown for each of 32 cities in the registration area in Table 1.

TABLE 1.—Percentage of increase or decrease in expenditure for general family relief in 32 specified metropolitan areas¹ during 1930 as compared with 1929

Metropolitan area	Per cent of increase (+) or decrease (−) in expenditure for relief	Metropolitan area	Per cent of increase (+) or decrease (−) in expenditure for relief
Detroit.....	+376.3	Cincinnati.....	+39.1
Grand Rapids.....	+161.7	Springfield, Ill.....	+35.4
Canton.....	+150.8	Washington.....	+33.8
Dayton.....	+144.3	Harrisburg.....	+33.7
Newark.....	+124.7	Wichita.....	+28.3
Akron.....	+119.6	Louisville.....	+25.3
Bridgeport.....	+104.2	Des Moines.....	+20.0
Cleveland.....	+99.8	St. Paul.....	+14.6
Columbus.....	+94.1	Kansas City, Mo.....	+13.8
Lancaster.....	+80.5	St. Louis.....	+13.6
Springfield, Mass.....	+80.1	Richmond.....	+12.7
Hartford.....	+73.2	Omaha.....	+10.5
New Haven.....	+64.6	New Orleans.....	+10.2
Buffalo.....	+58.7	Wilkes-Barre.....	+0.4
Chicago.....	+54.2	Sioux City.....	−6.6
Minneapolis.....	+40.5	Denver.....	−9.5

¹ All agencies reporting comparable figures for the 2 years.

In all but two cities the relief bill for 1930 was in excess of that for 1929. Fifteen cities increased relief by more than 50 per cent, the advances ranging from 54 per cent in Chicago to 376 per cent in Detroit. In 15 other cities the advance in relief was less than 50 per cent.

COST OF MATERIAL RELIEF PER CAPITA

The per capita expenditures for family relief during 1930 in 33 cities are arrayed by amount in Table 2. The figures relate to material relief exclusive of administrative expenses incurred.

TABLE 2.—*Total and per capita expenditure for general family relief in 33 specified metropolitan areas during 1930*

Metropolitan area	Expenditure for relief		Metropolitan area	Expenditure for relief	
	Total	Per capita		Total	Per capita
Detroit.....	\$8,929,194	\$5.26	Wichita ¹	\$88,249	\$0.79
Springfield, Mass. ¹	466,350	2.73	Chicago.....	2,480,644	.73
Hartford.....	461,291	2.01	Denver.....	210,414	.73
Buffalo.....	1,433,296	1.92	Cincinnati.....	405,905	.69
Bridgeport.....	274,079	1.50	Minneapolis.....	302,232	.65
Indianapolis.....	635,435	1.50	Columbus.....	223,209	.62
Dayton.....	353,863	1.47	Kansas City, Mo.....	238,831	.60
Canton ¹	162,743	1.43	Sioux City.....	45,556	.58
Newark.....	561,259	1.27	Grand Rapids.....	116,217	.56
Berkeley.....	106,241	1.17	Louisville.....	165,529	.54
The Oranges ¹	179,302	1.10	Lancaster.....	32,657	.50
Cleveland.....	1,220,606	1.05	Richmond.....	119,250	.50
Springfield, Ill. ²	81,347	.99	St. Louis.....	521,289	.50
Akron.....	265,552	.94	Omaha.....	84,136	.39
New Haven ¹	153,377	.94	Harrisburg.....	53,143	.26
Des Moines.....	130,720	.92	New Orleans.....	58,865	.12
St. Paul.....	263,968	.92			

¹ Expenditure not reported by 1 agency.² Expenditure not reported by 2 agencies.

In 21 areas the relief given to distressed families represented an expenditure of less than \$1 per inhabitant; in 9 areas the amount per capita ranged from \$1 to \$2; and the amount was in excess of \$2 for only 3 cities—Detroit, Springfield (Mass.), and Hartford. Per capita expenditures for material relief are slightly understated for Springfield (Mass.), Canton, the Oranges, Springfield (Ill.), New Haven, and Wichita owing to the omission of some reports, but expenditures by all important agencies in these cities are included in Table 2.

RELIEF EXPENDITURES BY PUBLIC AND PRIVATE AGENCIES

Much interest has been manifested in the share of responsibility for family care assumed by public departments—State, county, and city. It has been shown in the summary of expenditures for general family relief, mothers' aid, and service to veterans and their families, that 76 per cent of the funds disbursed in 1930 in 31 registration cities came from the public treasury. When general family relief alone is considered, by the omission of aid for the blind as well as mothers' aid and veterans' relief, data available for 34 cities show that 68 per cent of the financial aid given in 1930 was provided by public agencies. The situation in each city with regard to the proportion of public and private expenditures for general family relief, excluding aid for the blind, is shown in Table 3.

To ascertain the distribution of the burden of public and private relief in each city the amounts expended by public agencies were compared with the amounts expended by private agencies. However, since some public funds were given to private agencies for disbursement, adjustment of the figures was made for cities where a considerable proportion of the relief funds of private agencies came

from the public treasury. In Berkeley practically all financial aid for the poor, although disbursed by a private agency, was from public funds, the amount thus contributed in 1930 being classed with expenditures by public departments. In Columbus, where there was a joint relationship between a public department and one of the important private agencies, the joint expenditures were classified by the amounts received from taxes and from private subscription and were credited accordingly as expenditures of public and private agencies. In Akron a similar situation existed, and the same method of classification was applied. Public subsidies for relief reported by private agencies in some other cities were usually of minor importance and were not segregated. However, in Cincinnati the share of public relief would have been 17 per cent instead of 12 per cent, and in Louisville 26 per cent instead of 13 per cent if public expenditures by private agencies had been classed with the expenditures of the public departments.

TABLE 3.—Percentage of expenditure for general family relief¹ by public and by private agencies in 34 specified metropolitan areas during 1930

Metropolitan area	Per cent of expenditure for relief—		Metropolitan area	Per cent of expenditure for relief—	
	By public agencies	By private agencies		By public agencies	By private agencies
34 areas.....	68.2	31.8	Minneapolis.....	44.9	55.1
Detroit.....	97.7	2.3	Akron.....	40.1	59.9
Berkeley ²	95.4	4.6	Harrisburg.....	36.5	63.5
Springfield, Mass.....	85.0	15.0	Des Moines.....	34.7	65.3
Grand Rapids.....	82.4	17.6	Omaha.....	32.7	67.3
Buffalo.....	81.4	18.6	Chicago.....	31.9	68.1
Newark.....	81.1	18.9	Richmond.....	22.2	77.8
Bridgeport.....	77.0	23.0	Sioux City.....	21.6	78.4
Wichita.....	76.8	23.2	Louisville.....	13.0	87.0
Indianapolis.....	76.7	23.3	Cincinnati.....	11.8	88.2
Columbus.....	69.3	30.7	Dayton.....	2.1	97.9
The Oranges.....	69.0	31.0	St. Louis.....	1.3	98.7
Hartford.....	62.5	37.5	Canton.....		100.0
St. Paul.....	59.6	40.4	Cleveland.....		100.0
Denver.....	50.2	49.8	Kansas City, Mo.....		100.0
New Haven.....	48.7	51.3	Lancaster.....		100.0
Springfield, Ill.....	46.9	53.1	New Orleans.....		100.0
			Washington.....		100.0

¹ Excluding aid for the blind.

² All public funds for relief were expended by a private agency.

It is interesting to note that in 6 of the 34 cities—Canton, Cleveland, Kansas City, Lancaster, New Orleans, and Washington—there were no public departments providing general family relief. In the remaining cities public and private agencies shared the responsibility of caring for the poor. In 20 of the 34 cities private agencies shouldered the major share of the relief expense. Nevertheless, when an accounting is made of the aggregate amount of expenditures for all the cities combined, it is found that public agencies provided about two-thirds and private agencies about one-third of the money given in 1930 to aid families in distress.

In the aggregate, public departments of the registration area increased their relief grants to a sum 176 per cent larger than that

given in the preceding year. (Table 4.) Private agencies raised and distributed 51 per cent more money in 1930 than in 1929. The increase in public expenditures is sharply reduced when Detroit is omitted from the calculations. However, with Detroit eliminated from the group, it is still found that the increase in relief in 1930 from public sources (61 per cent) was greater than the increase in private relief (50 per cent).

The evidence in Table 4 is based on reports of those public and private agencies in 32 cities which could give information on relief grants for both 1929 and 1930.

TABLE 4.—Amount expended and percentage of increase in expenditures for general family relief¹ by public and by private agencies in 32 metropolitan areas² and in the same areas exclusive of Detroit during 1930 as compared with 1929

Metropolitan areas	Expenditure for relief—					
	By public agencies			By private agencies		
	1929	1930	Per cent of increase	1929	1930	Per cent of increase
32 areas.....	\$5,100,939	\$14,068,865	175.8	\$4,033,418	\$6,104,881	51.4
31 areas (exclusive of Detroit).....	3,322,617	5,342,967	60.8	3,937,183	5,901,585	49.9

¹ Including aid for the blind.

² All agencies reporting comparable figures for the 2 years.

In cities which relied upon private philanthropy to supply the major amount needed for the poor, the changes in expenditures of private agencies in 1930 compared with 1929 varied from a decrease in Sioux City to an increase of 262 per cent in Canton, Ohio. In cities where family care is a responsibility assumed largely by the public, increases in public expenditures were in some places moderate and in other places marked. An advance in public relief of 327 per cent reported by Hartford was greater than for any other registration city except Detroit. In Buffalo, Wichita, and St. Paul, where public exceeded private relief, the expenditures of public departments increased respectively 70, 34, and 26 per cent.

The foregoing data on family-relief expenditures assembled through the registration service show that situations in American cities in 1930 varied greatly in regard to the extent and source of relief.

When the figures for all cities are fused, the composite picture shows a sharp upward swing of relief in 1930, a public contribution which provided about two-thirds of all general family relief, and increases in 1930 expenditures which were more pronounced for public than for private agencies. Group findings for the registration area in 1930 were greatly influenced by the extended scale of public-relief operations in Detroit.

FAMILIES AIDED

In reports on family welfare for 1930 received by the Children's Bureau, information on expenditure for relief was more complete

than information as to the number of families aided and to the care given. Cities for which family data are shown in the following tables, therefore, are represented by those agencies able to report the requisite information. If the available statistics for any city were not fairly representative of the community as a whole, the city was omitted.

Of the problems confronted in the attempt to obtain comparable statistics in the family-welfare field, none has been more difficult than that of securing a uniform classification and count of cases. During the first two years of the registration service, 1928 and 1929, under the auspices of the joint committee for the registration of social statistics, a case was defined as "a family or individual for whom the agency attempts a service and keeps a separate record." Cases were separated under two broad classifications, "major cases" and "minor cases." Under the definitions then used a major case was "one in which the agency after investigation makes a social diagnosis and institutes a plan of treatment," and a minor case was "one in which the agency does not accept complete responsibility for social diagnosis and treatment." After two years' experience in collecting case statistics under these definitions, the committee decided the differentiation called for was not being made with sufficient uniformity to give valid and comparable statistics.

Therefore, beginning with 1930, although the definition of a case was unchanged, the classification of major-care cases and minor-care cases was discontinued by the joint committee. Agencies were instructed instead to classify their cases by those "under care" and those receiving "incidental service."

Under this plan, also adopted by the Family Welfare Association of America and the Russell Sage Foundation, a "case under care" is defined as a family or individual for which the organization assumes responsibility for instituting some study and treatment, and an "incidental-service case" represents a family or individual for which the organization attempts some incidental or indirect service but assumes no responsibility for instituting study and treatment.

To assist the agencies in determining which cases should be classed as "incidental service," the monthly reports in 1930 called for a count of such cases subdivided by the following services: Advice or referral only, reports on closed cases, investigations made for out-of-town agencies, out-of-town inquiries forwarded, investigations made for local agencies, not-found cases, special seasonal-service cases, and other incidental service.

The purpose of separating cases of such incidental significance from all cases recorded by social agencies was to have in "cases under care" a count of the number of families in each community for which agencies were assuming some responsibility. In spite of the clarification of definitions to secure this result, the perplexing problem of duplication in the count remained when agency reports were combined for city totals. These duplications are caused by transfer of cases between agencies and by the practice of having more than one agency deal with the same family. Thus the families may be counted more than once in city totals secured through the consolidation of agency reports.

Combinations of all cases reported as under care and as incidental have not been made as a rule owing to the element of duplication. Moreover, since the purpose in the main has been to effect a separation of cases under care from those receiving incidental service, the addition of the two groups is not essential except to indicate the numerical importance of incidental-service cases in relation to case loads.

Selected agencies in 23 cities reported an average monthly count for 1930 of 92,335 active cases (under care and incidental), of which 22 per cent received incidental service. Thus attention to the latter group constitutes a considerable volume of the work performed by agencies.

From the nature of incidental-service cases heretofore described, it is evident that service rather than relief was the predominant factor of aid in these cases. Of relief expenditures by representative agencies in 32 cities, amounting to \$20,118,028 in 1930, only 2 per cent was for incidental-service cases.

About four-fifths of all families supervised in the under-care group were given relief. This finding is based upon the average number of active cases under care per month reported by selected agencies in 24 cities. On this basis, 59,409 families, or 79 per cent of the 75,343 families served, received relief. Public departments, caring for 44,401 of those families, gave relief to 92 per cent of those for whom they assumed responsibility, and in 12 of the 24 cities the public departments reported that 100 per cent of their active cases under care were relief cases. Private agencies serving 30,942 of the families provided relief and service to 61 per cent, and service only, to 39 per cent.

Owing to the change in classification of cases, statistics for 1929 and 1930 can not be compared to show whether a larger proportion of active cases under care received relief in 1930 than in the preceding year. Findings in respect to "major-care cases" in 1929 and "under-care cases" in 1930 both indicate that public departments devoted most of their efforts to aiding families in financial distress. The private agencies, in addition to their relief service, assumed the chief responsibility in assisting families whose needs were other than economic.

It has been noted that statistics regarding cases are not comparable for 1929 and 1930. However, the 1930 statistics showing the open-case load on the first day of the year as carried over from December 31, 1929, may be compared to the open-case load on December 31, 1930. Only cases under care are represented, and the data in Table 5 are limited to reports of those agencies in each city which could give counts of these cases for the first and the last day of the year.

TABLE 5.—Comparison of number of cases under care of agencies for general family welfare and relief in 24 specified metropolitan areas, carried forward December 31, 1929, and December 31, 1930¹

Metropolitan area	Cases under care carried forward			
	Dec. 31, 1929	Dec. 31, 1930	Increase (+) or decrease (-)	
			Number	Per cent
Total—24 areas.....	50,379	108,239	+57,860	+114.8
Detroit ²	13,240	46,476	+33,236	+251.0
Canton ³	631	2,107	+1,476	+233.9
Grand Rapids.....	957	2,549	+1,592	+166.4
Dayton.....	2,736	5,697	+2,961	+108.2
The Oranges ³	665	1,378	+713	+107.2
Lancaster.....	442	896	+454	+102.7
Cleveland.....	5,057	9,807	+4,750	+93.9
Buffalo.....	3,958	7,634	+3,676	+92.9
Wichita ³	368	701	+333	+90.5
Springfield, Mass. ³	1,016	1,833	+817	+80.4
Akron.....	2,690	4,717	+2,027	+75.4
Kansas City, Mo.....	1,696	2,973	+1,277	+75.3
Hartford.....	1,600	2,662	+1,062	+66.4
Berkeley.....	379	616	+237	+62.5
Richmond.....	1,002	1,447	+445	+44.4
Minneapolis.....	1,096	1,576	+480	+43.8
Omaha.....	988	1,415	+427	+43.2
Des Moines.....	1,237	1,764	+527	+42.6
Louisville.....	1,589	2,216	+627	+39.5
New Orleans.....	718	867	+149	+20.8
Newark.....	1,452	1,731	+279	+19.2
St. Paul.....	1,574	1,751	+177	+11.2
St. Louis.....	4,467	4,747	+280	+6.3
Sioux City.....	821	679	-142	-17.3

¹ All agencies reporting figures for both dates.
² Number not reported by 2 agencies.

³ Number not reported by 1 agency.

Family-welfare agencies in all cities combined were caring for 57,860 more cases on the last day of 1930 than on the last day of 1929. This rise of 115 per cent in the case count relates to both relief and service cases, but it is in accord with the rise of relief shown in the chart on page 10. Much larger case loads were reported at the end of 1930 than at the end of 1929 by all communities except Sioux City, where there was a decrease, and St. Louis, where the increase was but 6 per cent.

DEPENDENCY RATES

One of the most desirable and most difficult findings to obtain from the reports of family agencies is a measure of the dependency element in urban populations which is cared for by community resources.

To show the extent of family dependency in each area and to establish rates per population comparable for different areas, it is essential that all agencies in each district report the number of families dealt with, using uniform methods in making the count. Such reporting must, therefore, be more complete than that required to show changes or trends of family dependency or relief which may be based on statistics of certain important agencies representing different communities. Furthermore, the count of

families in each city should be free from duplication in order to give reliable rates of dependency.

In the first two years of the registration service attempts were made to present this useful information from the reports of family-welfare agencies. It was disclosed that the rates based on the number of different families cared for during the entire year 1929 were deficient because major and minor cases could not be combined with accuracy and because duplication of cases was much more pronounced in the annual figures than in the average monthly figures.

Wichita, with 111 different families cared for per 1,000 of its population, according to the report for 1929, had the highest rate for any city in the area. This rate appeared to be excessive, and in a subsequent study of statistics for Wichita made by the community chest it was found that duplication in the count of families was one of the factors tending to distort the statistics for that city. In lieu of an annual count, the average number of dependent families dealt with monthly may be determined on several different bases. All cases under care, active cases under care, relief cases under care, and incidental-service cases are the subjects of the several counts received in monthly reports from family-welfare agencies and are summarized in Table IV (p. 50).

From the standpoint of reliability it is believed that rates based on the average number of families receiving relief monthly during 1930 offer the best measure of family dependency for intercity comparison. It is true that financial dependency alone is represented—only a part of the total load which family agencies are carrying—but statistics on families receiving relief may be given with confidence that the effect of duplications in the count is minimized, even though relief cases under care and incidental-service cases are combined. This is illustrated by the practice in Detroit in 1930, where the principal public agency provided relief and other agencies sometimes gave case-work service to the same families. Such families were counted as relief cases under care in the reports of the public agency, and in the reports of the other agencies these families were counted as incidental cases receiving service only.

In this instance, when agency reports were combined for a community total, there was no duplication in relief cases since these appear as such in the report of the public agency only. However, in a count of all cases, both under care and incidental, secured for the city by a consolidation of agency reports, these families would be included twice. In other instances there may be still some duplication in city counts of relief cases, but at present no method has been generally established whereby community counts entirely free from duplication can be secured.

An interesting study made by the community chest and social agencies in St. Paul in 1930 and issued by the family division, St. Paul Welfare Council, describes a method used to secure an unduplicated census of dependent families, as follows:

Monthly all agencies submitted lists of their active relief cases. * * * These names were then carded and filed in the chest office and cleared against each other. All new names were sent to the central registration bureau for clearance, after which relief expenditures were listed on the master file. Only after this performance had been repeated 12 times could tabulations be made.

All of this work was done by all agencies as a function over and above regular duties for the purpose of showing the basic value in a central relief

index and statistical service for all agencies in the city. So clear has it become that sound procedure in handling dependency rests upon accurate knowledge as to its scope, cost, and causes, that for the year 1931 a much more extended effort is being provided jointly by the board of public welfare and the chest.²

All families receiving relief, whether under care or receiving incidental service, are included in the calculations for 26 areas given in Table 6.

TABLE 6.—Number of general family welfare and relief agencies from which reports were requested, number from which reports were received and tabulated, average number per month of families receiving relief, and rate per 10,000 population in 26 specified metropolitan areas during 1930

Metropolitan area	Number of agencies from which—		Average number per month of families receiving relief	
	Reports were requested	Reports were received and tabulated	Number	Rate per 10,000 population
Total—26 areas.....	171	159	59,079	58.8
Detroit.....	11	9	21,079	124.1
Newark.....	6	6	3,759	85.0
Dayton.....	6	6	1,893	78.6
Des Moines.....	10	10	1,081	72.3
St. Paul.....	8	8	1,849	64.5
Wichita.....	5	4	710	63.9
Springfield, Mass.....	6	5	1,085	63.4
Canton.....	6	5	718	63.0
Buffalo.....	10	10	4,651	62.3
Hartford.....	6	6	1,419	61.8
Akron.....	6	6	1,704	60.6
Denver.....	6	6	1,565	54.4
Minneapolis.....	7	7	2,516	53.8
Lancaster.....	2	2	302	46.6
Sioux City.....	7	5	362	45.7
Springfield, Ill.....	6	4	360	43.7
Omaha.....	6	6	891	41.6
The Oranges.....	7	6	661	40.6
Kansas City, Mo.....	9	9	1,605	40.2
Berkeley.....	2	2	351	38.7
Richmond.....	4	4	918	38.4
Grand Rapids.....	5	5	740	35.5
Cleveland.....	6	6	3,947	33.9
Cincinnati.....	10	9	1,986	33.7
St. Louis.....	9	8	2,559	24.8
New Orleans.....	5	5	418	8.5

The number of family agencies in each city and the number whose reports were included in the tabulation have been given for use in interpreting the figures. The figures for Detroit, Wichita, Springfield (Mass.), Canton, Sioux City, Springfield (Ill.), the Oranges, Cincinnati, St. Louis, and New Orleans are understated, but the omissions except for New Orleans are slight, as returns from all important agencies in other cities were secured.

In an urban population of about 10,000,000 covering metropolitan areas of 26 cities, an average of about 59,000 families were given material relief monthly during 1930, or 59 families per 10,000 population.

Detroit and Newark aided the most families and St. Louis and New Orleans the fewest in proportion to their populations. In Des Moines, where a relatively large number of families were aided (72 per 10,000 population), relief per case was low (Table 7). In

² Clevenger, Louise: On Uneasy Street in the Year 1930. St. Paul Welfare Council.

comparing Cincinnati and Cleveland, both with an average number of 34 families per 10,000 population receiving relief monthly, it should be noted that reports were not received from one agency in the former city. If reports from Cincinnati had been complete, the number of families would have been slightly higher for that city than for Cleveland.

AMOUNT OF MONTHLY RELIEF PER CASE

To show relief per case it was considered advisable to exclude public aid for the blind and the beneficiaries thereunder from the calculations. Table 7 then relates chiefly to general home relief and gives for 30 cities the average amount of monthly relief per case for both the under-care and the incidental-service group.

TABLE 7.—Average monthly expenditure for relief¹ per case for cases under care and cases receiving incidental service by agencies for general family welfare and relief² in 30 specified metropolitan areas during 1930

Metropolitan area	Average monthly expenditure for relief per case		Metropolitan area	Average monthly expenditure for relief per case	
	Cases under care	Cases receiving incidental service		Cases under care	Cases receiving incidental service
30 areas.....	\$23.83	\$4.47	Richmond.....	\$14.39	\$6.10
Springfield, Mass.....	37.94	4.25	Louisville.....	14.21	8.42
Detroit.....	36.70	9.19	Springfield, Ill.....	13.71	5.04
Buffalo.....	28.17	1.01	Grand Rapids.....	13.38	2.61
Hartford.....	27.37	9.30	Akron.....	13.33	.52
Cleveland.....	27.21	2.78	New Orleans.....	13.32	2.60
Berkeley.....	24.37	4.97	St. Paul.....	12.52	2.32
The Oranges.....	23.88	.92	Kansas City, Mo.....	12.28	2.60
Washington.....	21.57	3.71	Denver.....	11.88	1.82
Cincinnati.....	19.68	3.78	Minneapolis.....	10.53	5.25
Canton.....	18.48	4.73	Wichita.....	10.48	4.08
Dayton.....	16.94	5.04	Des Moines.....	10.28	2.34
St. Louis.....	16.39	1.92	Sioux City.....	9.84	4.75
Newark.....	16.15	1.09	Lancaster.....	9.13	2.83
Chicago.....	15.07	5.82	Columbus.....	8.89	.81
			Omaha.....	7.91	4.97

¹ Excluding aid for the blind.

² Including all agencies from which basic data were complete.

Families under care received an average of more than \$20 per month in only 8 cities; in 18 cities the average amount paid monthly was from \$10 to \$20; and in Sioux City, Lancaster, Columbus, and Omaha relief on the average was less than \$10 per month per family. Relief in incidental cases never averaged more than \$10 per month, and in most cities was less than \$5 a month. For all cities combined the average payment per month was \$23.83 to cases under care and \$4.47 to incidental-service cases.

A comparison of monthly public and private expenditures per relief case under care is shown for 27 cities in Table 8. Akron, Berkeley, and Columbus are omitted from this table because in these cities public and private relief funds are amalgamated. Of the 9 cities where relief per case is shown for private agencies only, Canton, Cleveland, Kansas City (Mo.), Lancaster, New Orleans, and Washington had no public departments in 1930 providing general family relief exclusive of aid to the blind; and public departments in Louis-

ville, Richmond, and St. Louis did not give relief to cases under care although they furnished such incidental relief as fuel or clothing.

TABLE 8.—Average monthly expenditure for relief per case under care¹ given by public and by private agencies for general family welfare and relief² in 27 specified metropolitan areas during 1930

Metropolitan area	Average monthly expenditure for relief per case under care—		Metropolitan area	Average monthly expenditure for relief per case under care—	
	By public agencies	By private agencies		By public agencies	By private agencies
27 areas.....	\$26.77	\$20.24	Chicago.....	\$9.09	\$31.84
Springfield, Mass.....	40.81	26.75	Dayton.....	8.31	17.24
Detroit.....	36.97	26.77	Sioux City.....	7.96	10.84
Hartford.....	31.85	22.10	Minneapolis.....	6.84	21.38
Buffalo.....	28.58	26.47	Omaha.....	5.87	9.09
Cincinnati.....	27.01	19.33	Canton.....		18.48
The Oranges.....	23.38	25.09	Cleveland.....		27.21
Newark.....	15.65	19.16	Kansas City, Mo.....		12.28
Grand Rapids.....	14.61	9.54	Lancaster.....		9.13
Des Moines.....	14.26	8.92	Louisville.....		14.21
Wichita.....	14.00	5.64	New Orleans.....		13.32
Springfield, Ill.....	13.96	13.50	Richmond.....		14.39
Denver.....	13.68	10.40	St. Louis.....		16.39
St. Paul.....	10.94	16.09	Washington.....		21.57

¹ Excluding aid for the blind.

² Including all agencies from which basic data were complete.

In the aggregate, relief per case under care paid by public departments was higher than that given by private agencies, \$26.77 as compared with \$20.24. However, with Detroit eliminated from the calculations the reverse is true. Aggregate figures for other cities show private expenditures as \$20.07 per family and public grants as \$17.41 per family when the average amount of monthly relief per case under care is computed.

There was no outstanding evidence from community statistics that money as a general rule was more liberally expended by either the public or the private agencies. In 18 cities where relief from both sources was given, the average monthly grant of private agencies exceeded the public grant in 8 cities, and in 10 cities the reverse was true.

An interesting parallel may be drawn between Buffalo, where public relief predominated, and Cleveland, where all relief was from private sources. It so happened that the public agencies in Buffalo gave relief to about the same average number of families under care monthly during 1930 as did the private agencies in Cleveland, 3,368 families in the former city as compared with 3,524 in the latter. The calculation of the average amount of monthly relief given per family was \$28.58 for Buffalo and \$27.21 for Cleveland.

Two cities in which much less relief per case was provided offer another comparison of public and private expenditures. In Newark, relief being chiefly from public sources, an average of 2,400 families under care were each given an average of \$15.65 per month from public funds, and in St. Louis, where all relief to cases under care except to the blind was given by private agencies, an average of 1,803 families received an average grant of \$16.39 per family each month.

Other comparisons could be made showing wide variations in relief per case as paid by public and private agencies, but those given are of value as demonstrating that the average grants of both public and private agencies were found in some instances to be quite similar when intercity comparisons were made.

REFUNDS AND REPAYMENTS

Relief per case was calculated upon agency disbursements without regard to refunds and repayments which are sometimes made by those assisted. The registration reports show the amount of refunds received from clients by each agency monthly. Obviously the refunds can not be subtracted from the expenditures of the month as they may be returns for disbursements of preceding months or years. On the whole these returns are negligible, as is shown by the fact that refunds in 1930 were less than 1 per cent of relief expenditures in 25 cities. Richmond and Wichita, each reporting refunds as 6 per cent of disbursements in 1930, had the largest proportionate returns.

INACTIVE CASES

In 24 cities a representative number of agencies were able to divide their cases under care monthly by those "worked on" and "not worked on." These returns supplied figures upon which to compute, on the average monthly basis, the proportion of inactive cases among those under care.

The majority of the public departments in these cities reported either no inactive cases or very few. Relief cases formed the preponderant load of cases carried by public departments. Private agencies, striving to maintain case-work principles and yet to function swiftly and efficiently to meet the stress of 1930, recorded that one-fourth of their average number of cases under care per month were inactive within the month. This means either that private agencies could not keep abreast of their work monthly or else that their inactive cases included a considerable number awaiting further developments or other cases which should have been closed.

In Dayton, Detroit, Newark, Sioux City, and Washington private agencies reported from 36 to 46 per cent of their average monthly number of under-care cases as inactive. In the remainder of the 24 cities the proportion of inactive cases for the average month ranged from 8 per cent in Chicago to 35 per cent in St. Paul.

CASE LOADS

Obviously, monthly attention to all cases under care can not be given if agencies are regularly understaffed or when emergency loads must be carried by staffs normally adequate.

To show the ratio of cases to professional workers in 1930, statistics of a major agency in each of 35 cities, rather than statistics of city agencies in combination, are presented in Table 9. This selection has been made because the size of staff was usually not reported for all agencies within a city, the public agencies frequently omitting information about personnel.

The staff count used to give the calculations in Table 9 was that of all paid professional workers, including supervisors. The case counts

used were those of active cases under care and incidental-service cases. With these counts cases per professional worker have been computed on the average monthly base.

The American Association of Social Workers finds that "estimates by executives and supervisors on the case load that an experienced visitor can carry adequately varied from 30 to 40 active major-care cases a month."³

It is interesting to compare the statistics in column 2, Table 9, with this standard, although its specifications relate to major-care cases and visitors, while the registration statistics relate to cases under care and case workers including supervisors.

TABLE 9.—*Monthly averages of number of professional workers, of active cases under care per professional worker, and of cases receiving incidental service per professional worker in a representative agency for general family welfare and relief*¹ in 35 specified metropolitan areas during 1930

Metropolitan area	Type of agency	Average number of professional workers per month	Average number of active cases under care monthly per professional worker	Average number of cases receiving incidental service monthly per professional worker
Detroit.....	Public.....	105	195	33
Springfield, Mass.....	do.....	6	128	(?)
Buffalo.....	do.....	26	108	5
Grand Rapids.....	do.....	7	105	60
Berkeley.....	Private (expending public funds)	5	88	9
Dayton.....	Private.....	18	87	9
Lancaster.....	do.....	5	77	8
Denver.....	Public.....	13	76	9
Akron.....	Public-private.....	20	75	2
Wichita.....	Private.....	8	65	19
Canton.....	do.....	10	65	10
Columbus.....	Public-private.....	22	63	5
Des Moines.....	Private.....	9	58	14
The Oranges.....	do.....	7	56	4
Harrisburg.....	do.....	7	54	9
Indianapolis.....	do.....	29	51	14
Sioux City.....	do.....	2	40	44
New Haven.....	do.....	11	47	4
Hartford.....	do.....	13	46	7
Washington.....	do.....	22	42	8
St. Louis.....	do.....	42	39	21
Cincinnati.....	do.....	42	37	6
Cleveland.....	do.....	120	37	13
Louisville.....	do.....	24	36	12
Omaha.....	do.....	14	36	11
Richmond.....	do.....	18	35	3
Wilkes-Barre.....	do.....	7	35	17
Bridgeport.....	do.....	5	32	8
St. Paul.....	do.....	21	32	10
Springfield, Ill.....	do.....	5	31	21
New Orleans.....	do.....	11	30	10
Kansas City, Mo.....	do.....	38	28	14
Newark.....	do.....	26	27	9
Chicago.....	do.....	80	26	34
Minneapolis.....	do.....	33	26	19

¹ Cases of aid for the blind included only in Berkeley and Denver. ² Not reported.

Fifteen private agencies representing the following cities had an average number of active cases under care monthly per worker of less than 40: St. Louis, Cincinnati, Cleveland, Louisville, Omaha, Richmond, Wilkes-Barre, Bridgeport, St. Paul, Springfield (Ill.),

³ Odenerantz, Louise C.: *The Social Worker*, p. 38. New York, 1929.

New Orleans, Kansas City (Mo.), Newark, Chicago, and Minneapolis.

Active case loads per professional worker of 40 to 60 monthly were reported by the representative agencies in Des Moines, the Oranges, Harrisburg, Indianapolis, Sioux City, New Haven, Hartford, and Washington.

Agencies in 12 cities had active case loads in excess of 60 per worker. The 5 public agencies representing Detroit, Springfield (Mass.), Buffalo, Grand Rapids, and Denver came within this group. Included also were the private agency in Berkeley, which expended funds chiefly public, and agencies in Akron and Columbus, which are classed as public-private, owing to cooperative activities.

Differences in the character of work that public and private agencies are required to perform account in some instances for the higher case loads carried by public departments. Relief for the blind is frequently administered without the aid of professional workers or with so little that calculations of cases per professional worker are far from the norm.

In Table 9 public relief for the blind was included in the calculations for only Berkeley and Denver. If this relief is eliminated and it is assumed that the attention of the professional staff was devoted entirely to other cases, the average monthly load of 88 active cases under care for the Berkeley agency is reduced to 82 and that for the Denver department becomes 65 instead of 76.

Although the data for public departments are not so comprehensive as could be desired, available evidence indicates that the professional-staff membership of the public department was smaller than that required to maintain standard case-work principles. This finding is true for the public departments representing cities in Table 9, and also for some other public departments for which information for 1930 was secured. In Chicago the average number of active cases under care monthly per worker for a leading public agency was 266, a case load in excess of that shown even for the Detroit Department of Public Welfare.

Another method of computing under-care cases per worker is by counting all cases, both active and inactive. On this basis all but four of the agencies whose active case loads appear in Table 9 recorded more than 40 cases, active and inactive, per professional worker for the average month of 1930, and for 18 agencies there were more than 60 cases per professional worker. The addition of inactive cases, however, gives rather inconclusive results upon which to make intercity comparisons for the following reasons. In some organizations inactive cases are held open as needing future attention which in other organizations would be speedily closed. A prompt clearance of closed cases is made by some agencies, and others continue in their monthly counts cases held for closing. Therefore, the number of cases per worker computed on the total count does not reflect uniformly the volume of work of each agency.

The average number of incidental-service cases carried per professional worker monthly is shown in column 3. In this calculation the total number of incidental-service cases of all types was counted for each agency and related to the professional case-working staff.

It is possible that not all of the work required in connection with incidental service is performed by case workers. The reports from the public department representing Grand Rapids showed that a monthly average of about 180 applicants for employment were given physical examinations during 1930. This type of incidental service accounts for the relatively high case load shown. If these cases were not included, the average monthly load of incidental-service cases per professional case worker would be 34 instead of 60 for the Grand Rapids agency.

Various factors may account for the differences disclosed in the case loads shown for 35 organizations. The results lay a foundation for study as to the uniformity of case counts and whether case loads truly represent differences between agencies. On the face of the figures, it seems evident that a number of the organizations did not have the requisite staff equipment to cope with the excessive demands of 1930.

MOTHERS' AID

Mothers' aid, also called widows' pensions, was classified as a family-welfare measure and included in the family-welfare field under the plan developed by the joint committee for the registration of social statistics. The annual report of the committee for 1928 states: "The question that arises in relation to their work (mothers' aid departments) is whether they are primarily family-welfare agencies or whether they would more properly be classified as child-welfare departments."¹ The committee's decision was to include mothers' aid in the general field of family welfare in reports for 1928 and 1929, and it is so included by the Children's Bureau for 1930, with full recognition that both family welfare and mothers' aid are child-welfare measures of importance.

Relief in the form of mothers' aid, as provided by special legislative enactment, is usually given for long periods to keep children at home and under the mother's care in families impoverished through the death or disability of the father. The principle of mothers' aid legislation and its provisions and extent are described in a Children's Bureau publication, *Public Aid to Mothers with Dependent Children*.²

The following analysis is based on reports for 1930 received by the Children's Bureau from mothers' aid departments in 35 metropolitan areas. A few areas were served by more than 1 department, so that in all there were 42 departments in the registration area, of which 38 reported. Financial data were reported more completely than other data requested, with the result that, although the 1930 expenditures for mothers' aid can be shown for 35 cities, more detailed findings relate to smaller groups, as is indicated in each table.

The summary of expenditures on family-welfare relief has shown that mothers' aid is an important part of public provision for needy families, although its cost in 1930 was secondary to public expenditures for general family relief. The amount paid during 1930 in grants by mothers' aid departments in 35 metropolitan areas was \$5,120,348. The disbursement in each area is shown in the tabular summary of expenditures in the family-welfare field. (Table I, p. 47.) A comparison of the 1930 grants with those for 1929 is shown in the following table for 25 cities which reported the information for both years.

¹ Jeter, Helen R., and A. W. McMillen: *Registration of Social Statistics for the Year 1928*; a [planographed] report submitted to the joint committee of the Association of Community Chests and Councils and the local community research committee of the University of Chicago, Oct. 1, 1929, p. 43.

² Children's Bureau Publication No. 162, by Emma O. Lundberg. Washington, 1928.

TABLE 1.—Expenditure for relief by mothers' aid departments in 25 specified metropolitan areas during 1929¹ and 1930

Metropolitan area	Expenditure for relief			Metropolitan area	Expenditure for relief		
	1929 ¹	1930	Per cent of increase (+) or decrease (-)		1929 ¹	1930	Per cent of increase (+) or decrease (-)
Total—25 areas.	\$4,295,484	\$4,498,839	+4.7	St. Paul.....	\$163,626	\$171,733	+5.0
Louisville.....	38,736	60,137	+55.2	Dayton.....	62,717	64,761	+3.3
Wilkes-Barre.....	48,160	65,890	+36.8	Akron.....	59,316	60,000	+1.2
Omaha.....	56,662	73,977	+30.6	Cincinnati.....	240,696	240,119	-.2
Canton.....	37,486	44,400	+18.4	Minneapolis.....	199,505	198,934	-.3
Kansas City, Mo.....	20,624	24,124	+17.0	Denver.....	101,024	99,835	-1.2
Grand Rapids.....	82,742	96,611	+16.8	Sharon.....	12,050	11,770	-2.3
Detroit.....	1,062,971	1,203,073	+13.2	Sioux City.....	32,670	31,709	-2.9
Springfield, Ill.....	18,620	20,924	+12.4	Chicago.....	1,063,396	1,005,068	-5.5
Bridgeport.....	42,359	46,293	+9.3	Lancaster.....	15,629	14,758	-5.6
Buffalo.....	298,491	320,044	+7.2	Harrisburg.....	40,125	37,481	-6.6
Des Moines.....	56,835	60,883	+7.1	Wichita.....	14,081	11,895	-15.5
Cleveland.....	466,725	497,662	+6.6	St. Louis.....	60,238	36,758	-39.0

¹ Registration of Social Statistics for the Year 1929, Table 1a-29, p. 3. Amount for Bridgeport revised.

The amounts spent for aid annually, as here shown, were obtained by the addition of monthly payments to mothers as reported under the registration plan and do not represent annual appropriations.

In 15 of the 25 metropolitan areas, grants for 1930 exceeded those for 1929. (Table 1.) Decreased expenditures were reported for 10 cities, but in 5 of these—Cincinnati, Minneapolis, Denver, Sharon, and Sioux City—the decreases were so slight that expenditures for both years may be considered as having been upon practically the same scale.

The decrease in St. Louis of 39 per cent was due to an uneven distribution of allowance funds available for the fiscal year ended March 31, 1930. Liberal payments from April to December, 1929—the earlier part of the fiscal year—had so absorbed the funds that expenditures necessarily were curtailed during that part of the fiscal year coming in 1930.

In Chicago a preliminary cut in appropriations for the fiscal year ended November 30, 1930, affected expenditures during the first seven months of 1930, and for that period it was reported that "emphasis was placed on the reducing and staying of pensions to bring the pay roll under the appropriations." Although the cut was offset by an additional appropriation in July, 1930, which permitted increased expenditures during the last four months of the fiscal year, disbursements combined for all months of the calendar year 1930 fell somewhat below the annual allowance to mothers paid in 1929.

Of the increases in grants to mothers for 1930 the most marked was in Louisville, where mothers' aid was not established until 1928. In 1929 progress was made in investigating applications and granting pensions, but the entire amount available for aid which accrued under the levy for 1929 was not expended that year. The rapid growth of the service in 1930 is indicated by the fact that 55 per cent

more money was spent in that year than in the preceding one for maintaining dependent children in their homes.

When the grants are combined for the 25 metropolitan areas, expenditures for 1930 are shown to be 5 per cent above those for 1929. While either expenditures or cases may be used to trace the trend of mothers' aid, statistics for a series of years are essential to show the growth and development of the movement. Fluctuations in monthly expenditures are not significant. The same may be said of case loads, as is noted from the following statement in the 1928 report (p. 112) on the Registration of Social Statistics:

The fluctuations in case loads of mothers' pension departments are not marked and can not be attributed to seasonal needs. The number of cases these departments can accept is definitely limited by the funds appropriated.

In certain cities there may have been changes during the year such as those in Chicago, illustrated above, where a period of retrenchment was followed by one of expansion; but on the whole mothers' aid expenditures take an even course for the year or the biennium of appropriation.

PER CAPITA EXPENDITURE FOR RELIEF

By relating the expenditures for mothers' aid to population, a measure is provided by which community experiences may be compared, but the per capita costs shown in Table 2 should not be used as a gauge of the actual community charge per person for this type of aid because administrative expenses are not considered.

TABLE 2.—Per capita expenditure for relief by mothers' aid departments in 35 specified metropolitan areas during 1930

Metropolitan area	Per capita expenditure for relief	Metropolitan area	Per capita expenditure for relief
Duluth.....	\$0.99	Dayton.....	\$0.27
Detroit.....	.71	Springfield, Ill.....	.25
St. Paul.....	.60	Bridgeport.....	.25
New Haven.....	.52	Springfield, Ohio.....	.25
Berkeley.....	.50	Washington.....	.24
Grand Rapids.....	.46	Hartford.....	.24
Buffalo.....	.43	Lancaster.....	.23
Cleveland.....	.43	Sharon.....	.22
Des Moines.....	.43	Akron.....	.21
Minneapolis.....	.43	Springfield, Mass.....	.20
Cincinnati.....	.41	Louisville.....	.20
Sioux City.....	.40	Harrisburg.....	.19
Canton.....	.39	Wichita.....	.11
Columbus.....	.39	Kansas City, Mo.....	.06
Denver.....	.35	Richmond.....	.04
Omaha.....	.35	St. Louis.....	.04
Chicago.....	.30	Indianapolis.....	.04
Wilkes-Barre.....	.29		

Information on the extent of need for mothers' aid in each urban area is not available. The amount each pays to keep dependent children in their homes depends largely on the State legislation under which it operates, the appropriation available, and the administrative policies pursued. Thus multiple factors determine the rate of city costs. In a general way, some interesting deductions may be

drawn when per capita costs are related to the amount of aid per case (Table 3) and to the number of families aided per 10,000 population (Table 4). By comparing Des Moines with Minneapolis, both having a per capita expenditure of 43 cents, an illustration is given of wide difference in procedure under the same rate of expenditure. In Des Moines the average amount of relief per case was relatively low and the number of families aided relatively high in relation to other cities; in Minneapolis relief per case was much higher than in Des Moines, but less than one-half the number of families per 10,000 population received aid.

As would be expected when the grants and the number of families benefited were both relatively large, as in Detroit, the per capita cost of the aid was correspondingly high. Chicago, with a per capita expenditure just above the median, had a relatively high standard of aid but cared for fewer families per 10,000 population than the majority of other cities for which the information was reported. St. Louis, spending only 4 cents per capita, maintained a fair standard of aid but extended it to fewer families per 10,000 population than any other city for which calculations were made.

AVERAGE MONTHLY PAYMENT PER FAMILY

To show the average monthly grant to each family the reports from mothers' aid departments for December, 1930, were used in Table 3. Calculations for this purpose could have been made for any month or for an average month, but December was selected as giving the most recent representation for 1930 of relief per case. As has been mentioned, legislative provisions are important factors affecting the amount of mothers' aid given to each family. Therefore, as a guide to interpretation, the ages of the children eligible and the limitation of grants as specified by law have been shown in Table 3 for the States in which the 30 metropolitan areas discussed are located.

It will be noted that the limitation of grants as given applies to the maximum amount a family with three children may receive. The number of children receiving aid and the average number per family can not be shown in relation to relief per case in December for the various cities, as the information was not reported in 1930. The Children's Bureau has amended the report cards for 1931 to show this interesting and valuable information. Therefore, in considering Table 3, it should be remembered that the average December payment in each area does not necessarily apply to an average family with three children. The monthly payment per family as shown by the December average may be slightly below the average monthly allowance per family because all families may not have been upon the pay roll for the entire month. The inclusion in the calculations of grants terminating or commencing at midmonth, for instance, would reduce the average monthly payment.

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TABLE 3.—Average grant per family for mothers' aid for December, 1930, in 30 specified metropolitan areas in 16 States, and age and allowance provisions of the mothers' aid laws of these States

State and metropolitan area	Average grant per family for December, 1930	Provisions of State laws for mothers' aid as to—	
		Maximum allowance per month for 3 children	Ages under which children were eligible
California		\$60	16
Berkeley	\$44.83		
Colorado		Suited to need	18
Denver	44.80		
Connecticut		\$56 to \$64 ¹	16
Hartford	50.78		
Illinois		\$35	16
Chicago	52.84	\$55 ²	
Springfield	30.25		
Iowa		\$32.50	16
Des Moines	18.40		
Sioux City	17.59		
Kansas		\$50	14
Wichita	16.64		
Kentucky		Suited to need	14
Louisville	53.37		
Massachusetts		do	14
Springfield	72.28		
Michigan		\$60.66	17
Detroit	61.62		
Grand Rapids	36.68		
Minnesota		\$50	16
Duluth	41.05		
Minneapolis	43.58		
St. Paul	37.29		
Missouri ³			
Kansas City	24.08	\$32	16
St. Louis	42.11	\$51.75 ⁴	14
Nebraska		\$30	16
Omaha	35.78		
New York		Not to exceed cost of institutional care	16
Buffalo	59.11		
Ohio		\$55	16
Canton	32.06		
Cincinnati	47.26		
Cleveland	49.81		
Columbus	34.49		
Dayton	33.69		
Springfield	22.18		
Pennsylvania		\$40	16
Harrisburg	34.38		
Lancaster	36.47		
Sharon	37.88		
Wilkes-Barre	40.38		
Virginia		Suited to need	16
Richmond	33.24		

¹ Depends on ages of children.

² Special provisions in Illinois apply to counties of more than 300,000 population.

³ May be continued to 16 if child is in school with satisfactory record.

⁴ May be continued to 16 if child is required by law to attend school.

⁵ State provisions are not given for Missouri because Kansas City and St. Louis operate under special ordinances.

⁶ May be increased with consent of comptroller.

⁷ May be continued to 18 if child is not eligible for an employment certificate.

As shown by the December figures, Springfield (Mass.), made the most liberal provision for care per case. However, aid was extended to only 47 families in 1930. (Table 4.) Springfield operates under a law which provides that aid adequate to fulfill the needs of each family may be given. Other cities operating under a similar legal provision were Denver, Louisville, and Richmond. Like Springfield, the first two of these cities made higher average monthly payments than the majority of other cities, but in Richmond the December payment per family (\$33) fell below the median (\$37). The size of payments "suited to need" will necessarily vary in accordance with the cost of living in each community, standards of relief, and resources of the family.

Interesting variations are noted for cities in Ohio covered by the same State legislation. The average December grant ranged from about \$22 in Springfield to about \$50 in Cleveland. In Missouri there was a considerable difference in the average amount of relief given in December by St. Louis (\$42) and by Kansas City (\$24). This disparity may be partially accounted for by legislation which permits a larger allowance for St. Louis than for Kansas City. In Illinois also, there is a difference in the amount of the allowance permitted by law for Chicago and for Springfield. The Kansas and Iowa cities gave less relief per case than was provided elsewhere in the registration area.

In Denver children may receive support until they are 18 years of age, in the Michigan cities until they are 17, in most other cities until they become 16. In St. Louis and Wichita only children under 14 are eligible for aid.

NUMBER OF FAMILIES RECEIVING CURRENT GRANTS

A summary of the mothers' aid cases accepted and under care during 1930 in 29 metropolitan districts is given in Table V (p. 51). In all there were 10,618 awards effective in the area, as represented by these districts. Of these, 2,662 families were taken under care in 1930, and 7,956 were families continued on the rolls from the previous year. At the close of 1930 there were 935 more families on the rolls than at the close of 1929.

As has been shown in the report on general family relief, ratios on various bases may be calculated to show in proportion to population the number of dependents receiving care in any field of service. For mothers' aid two forms of ratios have been selected to give an index of the extent of care to families, and appear in the following table.

TABLE 4.—Average number per month of families receiving mothers' aid and total number of different families receiving mothers' aid during the year, with rates per 10,000 population, in 27 specified metropolitan areas during 1930

Metropolitan area	Average number per month of families receiving mothers' aid		Total number of different families receiving mothers' aid during the year	
	Number	Rate per 10,000 population	Total	Rate per 10,000 population
Duluth.....	203	20.0	256	25.2
Sioux City.....	156	19.7	180	22.7
Des Moines.....	276	19.4	361	25.3
St. Paul.....	386	13.5	470	16.4
Canton.....	116	10.2	138	12.1
Detroit.....	1,687	9.9	2,212	13.0
Berkeley.....	86	9.5	108	11.9
Grand Rapids.....	198	9.5	281	13.5
Omaha.....	177	8.3	314	14.7
Minneapolis.....	381	8.1	506	10.8
Springfield, Ill.....	64	7.8	81	9.8
Cincinnati.....	430	7.3	486	8.2
Cleveland.....	841	7.2	1,059	9.1
Dayton.....	165	6.8	192	8.0
Denver.....	193	6.7	237	8.2
Buffalo.....	472	6.3	560	7.5
Wilkes-Barre.....	138	6.1	157	6.9
Lancaster.....	33	5.1	35	5.4
Chicago.....	1,606	4.8	2,074	6.1
Sharon.....	26	4.8	27	5.0
Harrisburg.....	88	4.4	93	4.6
Hartford.....	88	3.8	106	4.6
Louisville.....	101	3.3	118	3.8
Springfield, Mass.....	39	2.3	47	2.7
Kansas City, Mo.....	84	2.1	91	2.3
Richmond.....	25	1.0	29	1.2
St. Louis.....	91	.9	153	1.5

The average number of families receiving mothers' aid per month is used in the first form of ratio. This is slightly different from the average number of families under care per month, since some courts or departments carry on their monthly rolls families which receive service but do not receive grants within the month. When relief cases for what may be termed an "average month" are calculated per 10,000 population, it is found that the spread of mothers' aid service in 1930 was widest in Duluth, Sioux City, and Des Moines, and most limited in St. Louis, Richmond, Kansas City (Mo.), and Springfield (Mass.).

The total number of families under the care of mothers' aid departments in 1930 per 10,000 population gives the second form of ratio. This annual figure gives a higher count of families than that shown for an average month because all families served during the year are included, regardless of the length of time under care or monthly pay status. There may be a slight duplication if any families were dropped and subsequently reinstated within the year. However, this count gives a close approximation of the number of different families in each area on the rolls during 1930. When the number per 10,000 population is calculated on this base, the table shows that the rank of cities by extent of service per population is not appreciably different from that attained by using the average number of relief cases per month as an index. Thus Duluth, Sioux City, and Des Moines are still at the top of the list, although Duluth

and Des Moines exchange places. Likewise it is shown by the second as well as the first method of calculation, that Richmond, St. Louis, Kansas City (Mo.), and Springfield (Mass.), aided the fewest families per population.

Omaha has a much higher rank when the annual count of cases under care is considered, rather than the count of cases receiving relief during an average month. An inspection of the Omaha reports discloses that the court carries a considerable number of cases as open current grants each month, which nevertheless are not cases classed as receiving payment within the month. Thus the exclusion of these cases under "average number per month of families receiving mothers' aid" reduces the rate of service to population.

The foregoing discussion of relief per family and of families aided in relation to population makes clear some significant differences in the administration of relief for dependent children in their homes. In some areas a thin spread of relief reached a relatively large number of families, and in other areas a higher standard of relief was given to relatively few families. Other varied practices prevailed in the effort to make both ends meet.

It should be clear that the extent of mothers' aid in proportion to the population of each area covered does not indicate the requirement for aid of this type but merely shows the amount of care in each area that was given in 1930 under the legal limitations and with the funds provided.

APPLICATIONS FOR MOTHERS' AID

Some evidence that requirements were not fulfilled is furnished by data on applications. In 28 cities which reported such information the number of applications handled during the year was 7,931. About one-fourth of these (2,035) had not been acted on by the close of 1930. (Table VI, p. 52.) Although completed investigations of these applications would result in the rejection of some by reason of ineligibility, it may be estimated that more than half of these applicants represented eligible families in need of aid who were kept waiting. Combined figures for those cities which reported the disposition of their applications in 1930 showed that 44 per cent of all applications were rejected.

A lack of uniformity in interpreting the term "application" was disclosed by the tabulation of the 1930 reports. It was found that some departments kept an account of all mothers who sought assistance, and, although some of these women may have been referred to other agencies or found ineligible without investigation, they were included in the total count of applications. Other departments followed a practice, which should be standardized, of not including applications of women who were found at the preliminary interview to be ineligible as recipients of aid.

Two cities showed an entire clearance of applications at the close of the year 1929 and again in December, 1930. This absence of the normal carry-over of cases leads to the inference that where funds were already fully obligated, new applications may not have been accepted.

SUPERVISION

Continued oversight in order that the welfare of the children may be protected and the aid adjusted to meet changing conditions is regarded as necessary in the administration of mothers' aid. The amount of oversight necessary to meet each family situation varies, and its evaluation by statistical method is not satisfactory because the count of cases served throws no light on the character or quality of the service. Under the registration plan the instructions for mothers' aid departments call for a count each month of "those cases that, in addition to the monthly payment, receive also some supervision or investigation from the court or department." Thus the count is not limited to those families which were visited. As there is always room for difference in interpreting what should be counted as families "receiving case work," close comparisons can not be made.

Of the 29 cities which were able to supply information on supervision, the following 8 reported that every family receiving relief during each month also received supervision: Buffalo, Canton, Chicago, Cincinnati, Columbus, Harrisburg, Minneapolis, and Richmond. In Sioux City and Wichita no case work was attempted. All other cities reported a monthly service of supervision, although it was not extensive enough to provide monthly attention to every family.

CASE LOADS

Irrespective of the frequency of contact, the number of families on allowance monthly indicates the load of these cases to be served by professional workers. In addition, the task of investigating applications monthly must be measured in the case loads carried by mothers' aid departments. Therefore, for the purpose of calculating the case load per worker, average monthly counts were used of families on allowance and of families whose applications were worked on. The latter count was used in preference to that of all open applications, since departments do not follow a uniform practice in the treatment of applications. In some offices applications may be closed promptly, but in others they are filed and held open for long periods without attention because of limitation of funds.

Average monthly figures have been used in Table 5 to show for 25 metropolitan areas the size of staff in each, including both paid case workers and supervisors, and the case load carried per worker when families receiving aid and families being investigated are considered. This table also shows the average monthly number of allowance families receiving case service per worker. Thus comparisons may be made between the average number of allowance cases carried per professional worker (column 2) and the number given attention per professional worker (column 4).

TABLE 5.—Monthly averages of number of professional workers, of case load, and of number of families receiving grants and case service per professional worker in mothers' aid departments in 25 specified metropolitan areas during 1930

Metropolitan area	Average number of professional workers per month	Case load		Average monthly number of families receiving grants and case service per professional worker
		Average monthly number of families receiving grants per professional worker	Average monthly number of applications worked on per professional worker	
Grand Rapids.....	1	198	33	51
Des Moines.....	2	138	7	82
Canton.....	1	116	7	116
Dayton.....	2	90	19	45
Omaha.....	2	88	12	27
Detroit.....	20	85	8	53
Cincinnati.....	5	79	10	(1)
Duluth.....	3	68	6	38
Springfield, Ohio.....	1	67	(2)	(2)
Springfield, Ill.....	1	64	13	34
Wilkes-Barre.....	2	63	5	35
Chicago.....	27	59	12	59
Denver.....	3	59	7	36
St. Paul.....	7	56	10	45
Cleveland.....	17	50	7	40
Harrisburg.....	2	46	4	46
Hartford.....	2	44	4	43
Minneapolis.....	9	42	6	42
St. Louis.....	2	41	9	34
Buffalo.....	13	37	(2)	37
Kansas City, Mo.....	3	28	5	23
Sharon.....	1	26	5	19
Richmond.....	1	25	2	25
Louisville.....	4	25	5	25
Lancaster.....	2	21	4	16

¹ Case service given by 2 agencies, 1 of which did not report.

² Not reported.

Intercity comparisons show so wide a variance in the average number of allowance cases given attention monthly per staff member that differences in the intensity of case work are indicated. Heavy loads, such as are shown for Canton and Des Moines, must signify a restricted service to at least some of the families served. Moreover, a different construction may be placed on the meaning of "case work" whereby some departments omit and others include in their count similar cases. Professional workers in mothers' aid departments frequently have various responsibilities other than those in connection with family supervision. It is often difficult to allocate the amount of time given to case-work service; in some cities the small number of cases served per professional worker may result from an overestimate of the time devoted to this service.

It is hoped that one of the results of registration will be greater uniformity in interpretation of terms in social work. Statistical measurements of such complex units as "case services" are imperfect, but they can be made more accurate with general acceptance of careful definitions. In the meantime, comparisons such as the foregoing are valuable if only to disclose differences in procedure and the need for uniform reporting.

VETERANS' AID

Veterans' aid, as reported under the registration of social statistics, covers family relief and service, exclusive of institutional care, given by private agencies and public departments of State and local governments to soldiers, sailors, war veterans, and their families.

The service reported is apart from, and merely supplemental to, the vast and varied provisions made for the veteran by the United States Government. The net disbursements of the United States Veterans' Bureau alone for the fiscal year ended June 30, 1930, were \$452,150,622. About 90 per cent was expended for direct service to the veteran in the way of hospitalization, compensation, insurance, and other purposes.¹

Supplemental service for veterans was reported to the Children's Bureau by 71 agencies in the 38 cities which formed the registration area. Among the 54 private agencies reporting, there were 34 chapters of the American Red Cross, 11 American Legion posts, and 9 other private organizations serving the soldier. The private agencies gave family-welfare service to both the soldier and the ex-soldier and in addition a specialized service by means of which the veteran was assisted in the preparation and prosecution of claims for Federal aid. In 14 cities of the area there were also 17 public departments which reported their activities during 1930 in behalf of the veteran.

The total expenditure for relief given by both private and public agencies was \$1,036,272 for the year.² In the majority of the cities the funds were supplied by private agencies. Nevertheless, owing to relatively large public expenditures in a few cities, 77 per cent of the total supplementary relief reported came from taxes.

In the following 24 communities all soldiers' relief reported was given by private agencies: Berkeley, Bridgeport, Denver, Detroit, Duluth, Grand Rapids, Harrisburg, Indianapolis, Kansas City, Lancaster, Louisville, Minneapolis, Newark, New Haven, New Orleans, the Oranges, Richmond, Sharon, Springfield (Ill.), St. Louis, St. Paul, Washington, Wichita, and Wilkes-Barre. However, in Bridgeport, New Haven, and Omaha the American Legion administered State funds.

All expenditures for veterans in Sioux City and nearly all of them in Buffalo came from public funds. In other cities where both public departments and private agencies were serving the veteran, public expenditures overshadowed those of private agencies. This was the case in Akron, Canton, Chicago, Cincinnati, Cleveland, Columbus, Dayton, Des Moines, Hartford, Omaha, Springfield (Mass), and Springfield (Ohio).

TREND OF RELIEF

The reporting of veterans' service has been sufficiently complete throughout the three years of registration to give in Table I the trend of relief expenditures by months during 1928, 1929, and 1930

¹ Annual Report of the Director, United States Veterans' Bureau, year ended June 30, 1930, pp. 32, 33. Washington, 1930.

² See Tables I and II, pp. 47, 48, for detailed expenditures by cities.

for 19 cities. This trend resembles the curve of general family relief for 1929 and 1930, depicted in the chart on page 10.

The fall and winter of 1929 witnessed an abrupt upward turn of expenditures for veterans' relief as well as for relief in the general family welfare field. In 1930 the figures in both fields show summer relief at higher levels than in 1929 and fall and early winter disbursements reaching record peaks. Expenditures for veterans were 55 per cent greater in 1930 than in 1929.

TABLE 1.—*Monthly expenditure for relief by agencies for veterans' aid¹ in 19 metropolitan areas² during 1928, 1929, and 1930*

Month	Expenditure for relief		
	1928	1929	1930
January.....	\$44,539	\$41,266	\$55,984
February.....	45,679	41,981	54,699
March.....	47,154	44,735	57,462
April.....	37,626	39,885	46,987
May.....	33,157	39,674	44,051
June.....	30,450	31,821	44,029
July.....	28,120	30,746	47,743
August.....	28,302	33,281	51,974
September.....	28,391	33,192	56,251
October.....	30,714	34,029	66,312
November.....	33,088	40,149	83,019
December.....	42,548	53,108	108,343

¹ All agencies reporting comparable figures for the 3 years.

² Buffalo, Chicago, Cleveland, Dayton, Denver, Detroit, Grand Rapids, Harrisburg, Indianapolis, Lancaster, Minneapolis, New Orleans, Richmond, Sharon, Sioux City, Springfield, Ill., Springfield, Ohio, St. Louis, Wichita.

EXPENDITURE PER CAPITA

As the major responsibility for the care of ex-service men and their families is assumed by the United States, the amounts expended per capita for relief by veterans' organizations reported by 36 cities were not large. In 23 communities where private agencies only were doing this type of relief work, the per capita expenditure for relief was not over 1 cent in 11 cities, and in no city did it exceed 10 cents. In Buffalo, Canton, Cleveland, Omaha, Sioux City, Springfield (Mass.), and Des Moines the amount expended per capita exceeded 10 cents, ranging from 11 cents in Canton and Cleveland to 48 cents in Buffalo. The disbursements of public departments in these cities accounted in large measure for the higher rates of expenditure. In computing the amount per capita expended in each area, material relief is included but not expenses incurred in its distribution. The rates, therefore, do not show the entire cost of service, but they indicate, on the whole, moderate per capita expenditures.

The granting of relief played a secondary part in the activities of veterans' organizations. Of the average number of cases active monthly, both under care and incidental, in 28 cities only 32 per cent were relief cases. Moreover, in the veterans' field there was a larger proportion of incidental-service cases than in the general family-welfare field. This is accounted for in part by the service claimed as incidental which is given to assist the veteran with his claims. In these 28 cities, 63 per cent of the cases served by veterans' organizations during an average month of 1930 were under care, and 37 per cent were given incidental service. The proportion in each city is shown in the following table:

TABLE 2.—Percentage of the average number of active cases dealt with monthly which were under care, and percentage which were given incidental service by agencies for veterans' aid in 28 specified metropolitan areas during 1930

Metropolitan area	Per cent of active cases—		Metropolitan area	Per cent of active cases—	
	Under care	Receiving incidental service		Under care	Receiving incidental service
28 areas.....	62.5	37.5	Minneapolis.....	22.3	77.7
Berkeley.....	46.7	53.3	Newark.....	32.2	67.8
Bridgeport.....	86.5	13.5	New Haven.....	16.3	83.7
Buffalo.....	67.9	32.1	New Orleans.....	50.1	49.9
Chicago.....	83.7	16.3	Omaha ¹	10.5	89.5
Cleveland.....	79.2	20.8	The Oranges.....	49.2	50.8
Dayton.....	90.6	9.4	Richmond.....	2.0	98.0
Denver.....	72.3	27.7	Sharon.....	55.9	44.1
Duluth.....	54.1	45.9	Sioux City.....	100.0
Grand Rapids.....	36.7	63.3	Springfield, Ill.....	85.2	14.8
Harrisburg.....	66.3	33.7	Springfield, Ohio.....	86.6	13.4
Indianapolis.....	77.8	22.2	St. Louis.....	18.5	81.5
Kansas City, Mo.....	19.9	80.1	St. Paul.....	63.4	36.6
Lancaster.....	85.4	14.6	Wichita.....	52.5	47.5
			Wilkes-Barre.....	85.8	14.2

¹ Number of cases not reported by 1 agency.

The calculations indicate that agencies in some cities emphasized family-welfare and relief programs with case work, and in others for the most part gave advice, assistance with claims, and temporary relief to the service or ex-service man and his dependents. More than 50 per cent of the monthly service was incidental in Berkeley, Grand Rapids, Kansas City, Minneapolis, Newark, New Haven, Omaha, the Oranges, Richmond, and St. Louis.

It is possible that some of the variations in type of service were caused by differences in method of reporting rather than by differences in practice. Agencies in the veterans' field as in the general family field were requested in 1930 to substitute for the classification of major and minor cases one which would separate under-care cases from those receiving incidental service. The results of the first year's use of the amended classification may reflect differences in interpretation of where the line should be drawn between the two types of service. To assist agencies in making a uniform demarcation, an item has been added to the report blank for 1931 which calls for a count under incidental-service cases of only such claims as require clerical service, and the instructions state that claims requiring skilled technical service "in which the agency develops resources (financial, medical, etc.) through assuming full responsibility for prosecution of the claim" shall be classed as under care.

DEPENDENCY RATES

The desirability and difficulties of securing statistics which will provide dependency rates comparable for different communities have been discussed in the report on general family welfare and relief. In the veterans' field problems similar to those in the family field are faced, but duplication is not so disturbing an element because often only one organization and seldom more than three in each city devote their services solely to the veteran.

In the field of general family welfare, dependency rates were based on the average number of families receiving relief monthly. Rates

computed on this base for the veterans' field revealed that only 3 of 31 cities had more than 10 relief cases (under care and incidental) per 10,000 population in an average month. Since service, rather than relief, was the predominant factor in veterans' aid, a measure of the number of families in each community that are dependent upon veterans' organizations for care, financial and other, seemed desirable. Therefore, the average number of active cases per month under the care of veterans' organizations was used in calculating the rates shown in Table 3.

TABLE 3.—Average number per month of active cases under care of agencies for veterans' aid and rate per 10,000 population in 30 specified metropolitan areas during 1930

Metropolitan area	Average number per month of active cases under care		Metropolitan area	Average number per month of active cases under care	
	Number	Rate per 10,000 population		Number	Rate per 10,000 population
Total—30 areas.....	9,450	7.0	Sioux City.....	60	7.6
Springfield, Ohio.....	300	43.6	Chicago.....	2,141	6.3
Bridgeport.....	401	21.9	St. Paul.....	164	5.7
Denver.....	554	19.2	Detroit.....	883	5.2
Lancaster.....	102	15.7	Kansas City, Mo.....	204	5.1
Dayton.....	354	14.7	Omaha ¹	84	3.9
Wilkes-Barre.....	317	13.9	Berkeley.....	30	3.3
Duluth.....	139	13.7	New Orleans.....	131	2.7
Buffalo.....	978	13.1	Newark.....	91	2.1
Cleveland.....	1,496	12.8	New Haven.....	34	2.1
Springfield, Ill.....	95	11.5	Harrisburg.....	33	1.6
Springfield, Mass.....	186	10.9	The Oranges.....	24	1.5
Wichita.....	117	10.5	Grand Rapids.....	28	1.3
Sharon.....	53	9.9	St. Louis.....	104	1.0
Indianapolis.....	331	7.8	Minneapolis.....	12	(?)
			Richmond.....	4	(?)

¹ Excluding report of 1 agency.

² Less than 1 per 10,000 population.

Incidental-service cases were not included because the extent to which these cases represented dependency was not known in 1930. The report on the registration of social statistics for 1929 (p. 65) states: "There is a broad class of service performed by the veterans' agencies that is somewhat vaguely classified as 'Government paper work.' This work is often done for men who do not need and might even resent any additional service from the agency." In 1930 agencies usually reported this work as incidental service.

The American Red Cross, American Legion, Disabled American Veterans of the World War, and Veterans of Foreign Wars are recognized by the United States Veterans' Bureau as agents to present claims. Their services are free and may be sought by veterans who are not in need but who prefer to deal with these accredited agencies rather than with a pension attorney.

In the 30 communities specified in Table 3 there was a monthly average of 9,450 active cases under care in 1930. As would be expected, because the service is to a special class in the population and because it is supplemental to Federal aid, the average number of beneficiaries per 10,000 population in each city was small. However, in most of the cities where the number was less than 5 per 10,000 population in an average month, the under-care service was secondary to incidental service which was not included in the calculations.

The rate in Springfield (Ohio) is high in comparison with other cities. It is possible that the number of active cases under care monthly and the corresponding rate are overstated for Springfield if it counted as under care, cases which other cities would count as incidental service.

RELIEF PER CASE

Data relating to monthly relief per case are shown in Table 4. Thirty-one cities are represented, but statistics on relief cases under care refer to 30 cities (exclusive of Louisville where no cases were under care), and statistics on incidental cases refer to 26 cities. The average monthly relief per case under care given by all veterans' organizations was about \$19 as compared with \$24 in the field of general family welfare. However, the average monthly relief expenditure per incidental case was higher in the veterans' field than in the general family field, \$5.50 as compared with \$4.47. In 16 of the 30 cities in which relief was given to the beneficiaries under care, monthly payments averaged \$15 or less per case. The average monthly grant was higher in 14 cities, ranging from about \$16 in Newark to \$36 in Richmond. Average monthly relief payments in connection with incidental service did not reach \$10 in any city.

TABLE 4.—Type of agency, average number per month of cases receiving relief, and average monthly amount of relief per case given to cases under care and to cases receiving incidental service by all agencies reporting veterans' aid in 31 specified metropolitan areas during 1930

Metropolitan area	Type of agency	Cases under care		Cases receiving incidental service	
		Average number receiving relief per month	Average monthly amount of relief per case	Average number receiving relief per month	Average monthly amount of relief per case
Total—31 areas		3,716	\$18.79	983	\$5.50
Richmond	Private	2	35.91	7	6.97
Wilkes-Barre	do	12	34.69	8	8.51
Bridgeport	do	42	32.45	1	3.25
Minneapolis	do	9	31.34	3	7.83
Buffalo	Public and private	956	31.21	4	6.50
Berkeley	Private	12	30.63	5	3.14
New Haven	do	34	28.46	3	4.45
The Oranges	do	12	27.63		
Grand Rapids	do	23	27.46	6	1.93
Springfield, Mass.	Public and private	169	26.86	2	5.56
Cleveland	do	538	19.22	1	1.91
New Orleans	Private	21	18.62	15	1.19
Sharon	do	22	17.11		
Newark	do	30	16.56	99	.92
Wichita	do	10	15.46	18	3.66
St. Paul	do	21	15.41	20	5.15
Sioux City	Public	60	14.87		
Detroit	Private	82	13.92	87	.53
St. Louis	do	18	13.90	21	3.99
Omaha ¹	Public and private	25	13.45	440	9.65
Chicago	do	1,053	12.10	52	.29
Harrisburg	Private	6	10.69	3	1.08
Indianapolis	do	12	10.46	11	.84
Duluth	do	17	7.19	4	2.25
Denver	do	169	6.93	26	.71
Lancaster	do	1	6.92		
Springfield, Ill.	do	7	5.95		
Dayton	Public and private	276	5.92	(²)	3.50
Springfield, Ohio	do	53	5.55	(²)	1.00
Kansas City, Mo.	Private	26	4.86	42	3.05
Louisville	do			106	3.26

¹ Excluding report of 1 agency.

² Less than 1.

Public departments for veterans' aid in seven cities allowed average monthly payments to cases under care as follows:

Springfield, Mass.....	\$31.60
Buffalo.....	31.51
Cleveland.....	18.77
Sioux City.....	14.87
Chicago.....	10.13
Dayton.....	5.51
Springfield, Ohio.....	4.82

In Omaha the public department classified all relief as incidental service, and information was not available for other public departments in the registration area. There is no evidence from the available statistics that veterans' relief coming from public funds (other than Federal) was expended more liberally per case under care than relief given by private agencies.

The relatively large monthly payments per case made by public departments in Springfield (Mass.) and Buffalo were no higher than corresponding grants by private agencies in several cities, and the average monthly relief per case under care of the public departments in Dayton and Springfield (Ohio) was less than the average grant given by most private agencies.

Relief per case represents what is paid monthly to the soldier and his family without deduction of refunds. Private agencies in particular receive refunds for a considerable amount of their disbursements in behalf of the veteran. In 1930 the repayments received by private agencies from these clients amounted to 15 per cent of their total relief disbursements for the year. In specific cities refunds were a considerable proportion of disbursements, as may be seen from Table 5 which gives information for 30 cities where private agencies reported the amounts repaid by clients.

TABLE 5.—Ratio of refunds to expenditure for relief by private agencies for veterans' aid in 30 specified metropolitan areas during 1930

Metropolitan area	Ratio of refunds to expenditure for relief (per cent)	Metropolitan area	Ratio of refunds to expenditure for relief (per cent)
30 areas.....	15.4	Bridgeport.....	9.8
Richmond.....	53.5	St. Paul.....	9.6
Buffalo.....	51.1	Denver.....	8.7
Akron.....	35.3	Harrisburg.....	6.7
Detroit.....	30.7	Berkeley.....	5.6
St. Louis.....	27.8	Kansas City, Mo.....	5.5
Chicago.....	24.3	Springfield, Ill.....	4.1
Indianapolis.....	22.8	Grand Rapids.....	4.0
Canton.....	19.2	Minneapolis.....	4.0
Wichita.....	17.4	Louisville.....	3.9
The Oranges.....	15.4	Duluth.....	3.8
Cleveland.....	15.1	Springfield, Ohio.....	2.7
Newark.....	14.6	Springfield, Mass.....	1.1
Columbus.....	14.2	Dayton ¹
Wilkes-Barre.....	9.9	Lancaster ¹
		Sharon ¹

¹ Reported that no refunds were received.

CASE LOADS

Average monthly counts of the professional workers, cases under care, active cases under care, and incidental-service cases reported

by private and by public veterans' organizations are given in Table 6. Basic data for the calculation of case loads per worker are available from this table.

TABLE 6.—Monthly averages of number of professional workers, of cases under care of private and public agencies for veterans' aid, of active cases under care, and of cases receiving incidental service in 33 specified metropolitan areas in 1930

Metropolitan area	Average number per month of professional workers	Average number per month of cases under care	Average number per month of active cases under care	Average number per month of incidental service cases
PRIVATE AGENCIES REPORTING				
Akron.....	2	465	415	302
Berkeley.....	1	61	30	35
Bridgeport.....	6	531	401	162
Buffalo.....	3	24	20	335
Canton.....	1	15	14	151
Chicago.....	15	1,038	782	416
Cleveland.....	11	1,081	968	393
Columbus.....	7	412	237	(?)
Dayton.....	1	469	89	37
Denver.....	3	708	554	212
Detroit.....	11	2,238	883	(?)
Duluth.....	(?)	300	139	118
Grand Rapids.....	2	35	28	49
Harrisburg.....	5	260	33	17
Indianapolis.....	3	429	331	95
Kansas City, Mo.....	4	223	204	824
Lancaster.....	1	106	102	17
Minneapolis.....	(?)	15	12	43
Newark.....	4	180	91	192
New Haven.....	(?)	34	34	175
New Orleans.....	5	187	131	130
Omaha.....	2	268	84	422
The Oranges.....	1	26	24	25
Richmond.....	2	5	4	198
Sharon.....	(?)	69	53	42
Springfield, Ill.....	(?)	120	95	16
Springfield, Mass.....	2	75	72	(?)
Springfield, Ohio.....	1	363	254	47
St. Louis.....	4	130	104	456
St. Paul.....	2	181	164	94
Wichita.....	1	181	117	106
Wilkes-Barre.....	2	1,181	317	53
PUBLIC AGENCIES REPORTING				
Buffalo.....	9	984	958	127
Chicago.....	4	1,363	1,359	-----
Cleveland.....	4	529	529	-----
Dayton.....	-----	268	265	-----
Omaha.....	(?)	-----	-----	294
Sioux City.....	(?)	108	60	-----
Springfield, Mass.....	2	127	114	35
Springfield, Ohio.....	-----	46	46	-----

¹ Exclusive of advice and referral cases which were not reported by 1 agency.

² Not reported.

³ 1 worker, part time.

When the under-care group—cases for which the agencies assumed responsibility for some study or treatment—is considered, significant case loads per professional worker may be computed for those cities in which this type of care prevailed. The number of incidental-service cases per professional worker has not been computed because in 1930 some agencies in the veterans' field assigned a part or all of the work on these cases to assistants who

were not reported as professional case workers. In other agencies the total load of incidental-service cases was borne by the professional workers. Therefore the figures on the loads of incidental-service cases carried per professional worker did not afford a satisfactory basis for comparison of cities. The case load has been determined by dividing the average number of active cases under care monthly by the average number of professional workers supervising the cases. Separate computations were made for the public and the private agencies in each city.

Public departments in Dayton and Springfield (Ohio) administered relief without case-work service, and in Omaha the public office had no cases under care, its attention being devoted solely to incidental-service cases. As veterans' agencies in six other cities did not report on personnel, the number of active under-care cases per professional worker in public offices can be computed for only five cities. Of these, Sioux City and Chicago had extremely high case loads, 314 each. In Cleveland the case load of the public department for veterans was 132, and in Buffalo returns from three public offices combined gave a case load of 105. Springfield (Mass.) had the most moderate case load (57) of any public department reporting.

Case work for veterans' families in the under-care group served by private agencies is analogous to that given by organizations in the general family welfare field where a case load of 30 to 40 active major-care cases a month was a standard used for comparison.³ The following list shows the 22 cities in which private agencies were carrying a monthly average of more than 30 active under-care cases per professional worker, arrayed according to case load.

Springfield, Ohio.....	254
Duluth.....	208
Akron.....	208
Denver.....	185
Wilkes-Barre.....	158
Wichita.....	117
Indianapolis.....	110
Sharon.....	106
Lancaster.....	102
Springfield, Ill.....	99
Dayton.....	89
Cleveland.....	89
Detroit.....	80
Bridgeport.....	68
St. Paul.....	68
Minneapolis.....	59
Chicago.....	53
Kansas City, Mo.....	51
Omaha ⁴	42
Springfield, Mass.....	34
Columbus.....	34
Berkeley.....	30

In nine additional cities private agencies had loads of less than 30 active under-care cases per professional worker. However, in

³ Odencrantz, Louise C.: *The Social Worker*, p. 38. New York, 1929.

⁴ Cases of 1 agency not reported.

most of these cities work on incidental service to the veterans was emphasized by private agencies, and the number of active under-care cases was relatively small. This was true in Buffalo, Canton, Grand Rapids, Newark, Richmond, and St. Louis.

On the whole both public and private organizations serving the veteran and his family faced a heavy amount of work in 1930 in proportion to the number of trained social workers on their staffs.

**Appendix A.—POPULATION AND DISTRICTS INCLUDED
IN EACH OF THE 38 SPECIFIED METROPOLITAN AREAS
REPORTING DURING 1930**

Name of area	Population of area Apr. 1, 1930	Districts included in area
Akron, Ohio.....	281, 274	Cities of Akron, Cuyahoga Falls, and township of Tallmadge.
Berkeley, Calif.....	90, 678	Cities of Berkeley and Albany.
Bridgeport, Conn.....	183, 146	Cities of Bridgeport, Fairfield, and Stratford.
Buffalo, N. Y.....	746, 546	Erie County (excepting towns of Brant, Collins, Concord, North Collins, Sardinia, and 2 Indian reservations).
Canton, Ohio.....	¹ 114, 054	City of Canton and environs and village of North Canton.
Chicago, Ill.....	3, 376, 438	City of Chicago.
Cincinnati, Ohio.....	589, 356	Hamilton County.
Cleveland, Ohio.....	1, 164, 784	Cities of Cleveland, Cleveland Heights, East Cleveland, Euclid, Garfield Heights, Lakewood, Maple Heights, Parma, Rocky River, Shaker Heights, and villages of Bay, Beachwood, Bratenahl, Brooklyn, Brooklyn Heights, Cuyahoga Heights, Fairview, Linndale, Lyndhurst, Mayfield Heights, Miles, Newburgh Heights, North Randall, Parkview, Parma Heights, Richmond Heights, South Euclid, University Heights, Warrensville Heights, and township of Warrensville.
Columbus, Ohio.....	361, 055	Franklin County.
Dayton, Ohio.....	240, 940	City of Dayton, and townships of Harrison, Jefferson, Mad River, Madison, and Van Buren.
Denver, Colo.....	287, 861	Denver County.
Des Moines, Iowa.....	142, 559	City of Des Moines.
Detroit, Mich.....	1, 698, 390	Cities of Detroit, Hamtramck, Highland Park, and villages of Grosse Point, Grosse Point Farms, Grosse Point Park, Grosse Point Shore.
Duluth, Minn.....	101, 463	City of Duluth.
Grand Rapids, Mich....	208, 534	City of Grand Rapids and townships of Alpine, Grand Rapids, Paris, Plainfield (exclusive of Rockford), Walker, and Wyoming.
Harrisburg, Pa.....	200, 584	Dauphin County, Perry County, and part of Cumberland County, as follows: Township of East Pennsboro, and boroughs of New Cumberland, Lemoyne, and Shiremanstown.
Hartford, Conn.....	229, 759	City of Hartford and towns of Bloomfield, East Hartford, Newington, West Hartford, Wethersfield, and Windsor.

¹ Population estimated for environs of city of Canton.

Name of area	Population of area Apr. 1, 1930	Districts included in area
Indianapolis, Ind.....	422, 666	Marion County.
Kansas City, Mo.....	399, 746	Kansas City.
Lancaster, Pa.....	64, 827	Lancaster city and township.
Louisville, Ky.....	307, 745	City of Louisville.
Minneapolis, Minn.....	467, 494	City of Minneapolis and village of Edina.
Newark, N. J.....	442, 337	City of Newark.
New Haven, Conn.....	162, 655	City of New Haven.
New Orleans, La.....	492, 757	Orleans Parish; St. Bernard Parish, Ward No. 1; Jefferson Parish, Wards 1, 2, 3, 4, 7, and 8.
Omaha, Nebr.....	214, 006	City of Omaha.
The Oranges, N. J.....	162, 697	Cities of Orange, East Orange, town of West Orange, village of South Orange, and township of Maplewood.
Richmond, Va.....	239, 288	City of Richmond and remainder of Henrico County and Chesterfield County.
Sharon, Pa.....	² 53, 660	City of Sharon, boroughs of Farrell, Sharpsville, West Middlesex, and Wheatland, and Masury, Ohio.
Sioux City, Iowa.....	79, 183	Sioux City.
Springfield, Ill.....	82, 367	City of Springfield, townships of Springfield and Woodside.
Springfield, Mass.....	171, 021	City of Springfield and towns of Longmeadow and West Springfield.
Springfield, Ohio.....	68, 743	City of Springfield.
St. Louis, Mo.....	1, 033, 553	City of St. Louis and St. Louis County.
St. Paul, Minn.....	286, 721	Ramsey County.
Washington, D. C.....	486, 869	District of Columbia.
Wichita, Kans.....	111, 110	City of Wichita.
Wilkes-Barre, Pa.....	227, 442	City of Wilkes-Barre, townships of Dallas, Hanover, Kingston, Plains, and Wilkes-Barre, and boroughs of Ashley, Court-dale, Dallas, Edwardsville, Forty Fort, Kingston, Larksville, Luzerne, Plymouth, Pringle, Sugar Notch, Swayerville, and Warrior Run.

²Population estimated for Masury, Ohio.

Appendix B.—GENERAL TABLES

TABLE I.—Number of agencies from which reports were requested, number from which reports were received and tabulated, and amount of expenditure for each type of relief in the family-welfare field in 38 specified metropolitan areas during 1930

Metropolitan area	Number of agencies from which—		Expenditure for relief			
	Reports were requested	Reports were received and tabulated	Total	General family relief ¹	Mothers' aid	Veterans' relief
Akron.....	9	9	\$333,812	\$265,552	\$60,000	\$8,260
Berkeley.....	3	3	156,392	100,241	45,539	4,612
Bridgeport.....	12	12	336,897	274,079	46,293	16,525
Buffalo.....	15	15	2,111,865	1,433,296	320,044	358,525
Canton.....	9	8	220,231	162,743	44,400	13,088
Chicago.....	11	11	3,638,798	2,480,644	1,005,068	153,086
Cincinnati.....	16	15	676,735	405,905	240,119	30,711
Cleveland.....	10	10	1,842,435	1,220,606	497,662	124,167
Columbus.....	10	9	385,627	223,209	140,022	22,396
Dayton.....	8	8	438,240	353,863	64,761	19,616
Denver.....	8	8	324,534	210,414	99,835	14,285
Des Moines.....	13	13	213,243	130,720	60,883	21,640
Detroit.....	13	13	10,146,481	8,929,194	1,203,073	14,214
Duluth.....	8	6	(²)	³ 37,612	100,228	1,575
Grand Rapids.....	6	6	220,406	116,217	96,611	7,578
Harrisburg.....	7	7	91,489	53,143	37,481	865
Hartford.....	9	9	535,327	461,291	54,596	19,440
Indianapolis.....	8	8	652,104	635,435	15,000	1,669
Kansas City, Mo.....	12	12	266,039	238,831	24,124	3,084
Lancaster.....	4	4	47,505	32,657	14,758	90
Louisville.....	8	8	229,803	165,529	60,137	4,137
Minneapolis.....	8	8	504,825	302,232	198,934	3,659
Newark.....	9	8	(²)	561,259	(²)	7,106
New Haven.....	8	7	250,102	153,377	84,947	11,778
New Orleans.....	7	7	63,671	58,865		4,806
Omaha.....	11	11	217,851	84,136	73,977	59,738
The Oranges.....	10	7	(²)	179,302	(²)	3,840
Richmond.....	5	5	130,515	119,250	9,855	1,410
Sharon.....	6	4	(²)	³ 21,237	11,770	4,482
Sioux City.....	7	7	88,003	45,556	31,709	10,738
Springfield, Ill.....	8	6	102,739	81,347	20,924	488
Springfield, Mass.....	9	8	555,780	466,350	35,018	54,412
Springfield, Ohio.....	8	5	(²)	³ 43,546	17,189	3,511
St. Louis.....	11	11	561,970	321,289	36,758	3,923
St. Paul.....	11	11	440,727	263,968	171,733	5,026
Washington.....	13	9	342,351	209,916	119,115	13,320
Wichita.....	8	7	102,674	88,249	11,895	2,530
Wilkes-Barre.....	7	4	344,493	272,661	65,890	5,942

¹ Including aid for the blind. ² Not reported. ³ Less than 80 per cent of total expenditures reported.

TABLE II.—Amount of expenditure for relief by public and by private agencies in the family-welfare field in 31 specified metropolitan areas during 1930

Metropolitan area	Expenditure for relief in family-welfare field									
	Total	By public agencies					By private agencies ¹			
		Total	General fam-ily relief	Mothers' aid	Aid for the blind	Veterans' relief	Total	General fam-ily relief	Veterans' relief	
Total—31 areas.....	\$25,886,840	\$19,717,345	\$13,031,413	\$4,806,156	\$1,089,048	\$790,128	\$5,963,127	\$206,368		
Akron, Ohio.....	333,812	180,000	101,000	60,000	13,500	5,500	151,052	2,760		
Berkeley, Calif. ²	156,392	147,662	85,330	45,539	16,793	8,730	4,118	4,632		
Bridgeport, Conn.....	336,897	257,461	211,168	46,293	320,044	356,109	263,665	16,525		
Buffalo, N. Y.....	2,111,865	1,845,784	1,155,551	44,400	14,080	11,489	131,571	7,456		
Canton, Ohio ³	220,231	87,061	664,817	240,119	31,172	115,519	1,438,554	7,509		
Chicago, Ill.....	3,638,798	308,765	1,005,068	497,662	394,840	30,148	1,430,987	37,667		
Cincinnati, Ohio.....	676,735	670,611	41,241	140,022	57,257	171,824	1,154,716	17,068		
Cleveland, Ohio ³	1,842,435	335,025	107,317	64,761	68,456	50,602	47,079	2,167		
Columbus, Ohio.....	1,385,627	118,588	6,744	98,835	38,135	17,043	319,632	8,571		
Dayton, Ohio.....	438,240	224,498	86,528	64,761	30,040	19,230	100,036	14,287		
Denver, Colo.....	324,534	142,231	36,484	60,883	25,605	17,043	68,631	2,281		
Des Moines, Iowa.....	213,243	9,923,971	8,725,898	1,203,073	19,259	19,259	203,246	1,274		
Detroit, Mich.....	10,146,481	192,398	95,787	96,611	38,008	20,430	203,246	1,274		
Grand Rapids, Mich.....	220,406	56,904	37,481	37,481	33,790	33,790	33,790	565		
Harrisburg, Pa.....	91,489	301,944	19,423	54,596	173,383	18,875	172,818	365		
Hartford, Conn.....	535,327	652,104	288,473	15,000	148,304	1,069	148,304	1,069		
Indianapolis, Ind.....	652,104	502,131	487,131	24,124	148,973	1,069	148,973	1,069		
Kansas City, Mo.....	296,039	94,699	14,758	24,124	168,256	3,084	168,256	3,084		
Lancaster, Pa.....	47,605	14,758	19,035	60,137	70,575	32,747	32,747	30		
Louisville, Ky.....	229,803	98,330	19,035	60,137	19,158	131,473	127,336	4,137		
Minneapolis, Minn.....	504,825	341,278	130,302	198,934	12,042	163,547	158,888	3,659		
New Haven, Conn. ³	250,102	159,690	74,713	84,947	12,042	163,547	158,888	3,659		
New Orleans, La.....	63,671	141,534	25,431	73,977	6,254	63,671	63,671	11,778		
Omaha, Nebr.....	217,851	36,311	25,431	9,855	9,855	63,671	63,671	11,778		
Richmond, Va.....	130,515	59,971	26,456	31,709	9,817	76,317	76,317	4,806		
St. Louis, Mo.....	88,008	7,707	7,707	31,709	10,738	94,204	92,704	1,500		
St. Paul, Minn.....	102,759	84,905	15,341	20,924	48,640	28,032	28,032	1,410		
Springfield, Mass. ³	555,780	474,504	396,199	35,018	43,287	17,884	17,884	488		
St. Louis, Mo.....	561,970	198,041	4,783	36,758	156,500	81,276	70,151	11,125		
St. Paul, Minn.....	333,424	171,733	150,797	10,894	102,277	363,629	363,629	3,923		
Wichita, Kans. ³	102,674	79,652	67,757	11,895	(⁴)	102,277	102,277	3,026		

¹ Including public funds expended by private agencies except in Berkeley, Calif.
² All public funds were expended by a private agency but are entered according to source.
³ Expenditure not reported by 1 agency.
⁴ Expenditure not reported by 2 agencies.
⁵ Aid for the blind included with mothers' aid.

TABLE III.—Monthly expenditure for general family relief in 32 metropolitan areas¹ which reported through the registration service, in the same areas exclusive of Detroit, and in 34 other large cities² during 1929 and 1930

Month	Expenditure for relief—		
	Reported through the registration service		Reported through the Russell Sage Foundation, community chests, and relief agencies
	32 metropolitan areas	31 metropolitan areas (exclusive of Detroit)	34 large cities ³
1929			
January.....	\$836,140	\$692,924	\$906,530
February.....	818,018	691,430	936,741
March.....	797,290	676,459	953,123
April.....	682,422	578,121	888,294
May.....	629,950	531,896	840,080
June.....	574,290	482,886	774,097
July.....	574,833	471,504	849,730
August.....	569,519	460,504	768,190
September.....	575,823	467,648	735,539
October.....	677,592	515,619	799,368
November.....	852,893	601,631	865,578
December.....	1,189,642	733,233	1,182,348
1930			
January.....	1,535,777	901,276	1,119,518
February.....	1,559,804	913,744	1,210,728
March.....	1,704,080	903,115	1,371,946
April.....	1,590,108	796,720	1,329,791
May.....	1,241,385	727,524	1,210,288
June.....	1,048,545	699,272	1,230,532
July.....	1,071,361	686,442	1,290,406
August.....	1,162,476	707,649	1,195,727
September.....	1,350,873	782,430	1,308,498
October.....	1,825,764	909,224	1,412,873
November.....	2,209,243	1,093,349	1,615,619
December.....	3,378,703	1,628,180	2,834,145

¹ All the areas which reported comparable monthly figures for the 2 years: Akron, Berkeley, Bridgeport, Buffalo, Canton, Chicago, Cincinnati, Cleveland, Columbus, Dayton, Denver, Des Moines, Detroit, Grand Rapids, Hartford, Kansas City (Mo.), Lancaster, Louisville, Minneapolis, Newark, New Haven, New Orleans, Omaha, Richmond, Sioux City, Springfield (Ill.), Springfield (Mass.), St. Louis, St. Paul, Washington, Wichita, Wilkes-Barre.

² All cities of 100,000 or more population which reported comparable monthly figures for the 2 years: Baltimore, Birmingham, Boston, El Paso, Erie, Fall River, Fort Wayne, Jacksonville, Knoxville, Long Beach, Los Angeles, Lowell, Lynn, Memphis, Milwaukee, Nashville, New Bedford, New York, Norfolk, Oakland, Portland (Oreg.), Providence, Reading, Rochester, San Diego, San Francisco, Scranton, Somerville, South Bend, Toledo, Tacoma, Worcester, Yonkers, Youngstown.

³ Mothers' aid included in 4 cities.

TABLE IV.—*Monthly average number of cases under care of agencies for general family welfare and relief, of active cases under care, of cases under care receiving relief, and of cases receiving incidental service in 30 specified metropolitan areas during 1930*

Metropolitan area	Average number per month of cases under care	Average number per month of active cases under care	Average number per month of cases under care receiving relief	Average number per month of cases receiving incidental service
Reports received from all important agencies:				
Akron.....	3,466	2,350	1,670	275
Berkeley.....	571	447	344	62
Buffalo.....	5,238	4,761	4,235	897
Canton.....	1,252	948	710	(¹)
Cleveland.....	7,031	5,998	3,819	1,989
Dayton.....	3,887	2,252	1,838	319
Des Moines.....	1,475	1,308	969	(¹)
Detroit.....	26,702	21,976	19,837	5,817
Grand Rapids.....	1,328	1,041	720	538
Hartford.....	2,525	2,087	1,397	238
Kansas City, Mo.....	2,249	1,728	1,316	1,676
Lancaster.....	647	497	296	43
Minneapolis.....	2,969	2,699	2,174	1,020
Newark.....	4,133	3,447	2,831	(¹)
New Orleans.....	847	635	356	234
Omaha.....	1,579	1,176	818	457
The Oranges.....	935	836	624	(¹)
Richmond.....	1,263	963	523	486
Sioux City.....	540	354	273	327
Springfield, Mass.....	1,350	1,199	1,017	(¹)
St. Louis.....	4,674	3,548	2,329	1,676
St. Paul.....	2,894	2,300	1,710	443
Wichita.....	1,063	917	697	158
Reports from one or more important agencies not received:				
Chicago.....	13,036	12,178	9,366	3,194
Columbus.....	2,256	1,794	1,438	(¹)
Harrisburg.....	717	464	199	67
Indianapolis.....	2,558	2,067	1,183	(¹)
Louisville.....	1,373	1,108	766	293
New Haven.....	1,061	793	366	88
Washington.....	2,235	1,388	790	380

¹ Not reported.

TABLE V.—*Summary of cases under care of mothers' aid departments in 29 specified metropolitan areas during 1930, and increase or decrease in number of cases December 31, 1929, to December 31, 1930*

Metropolitan area	Cases under care of mothers' aid departments					
	Total	Carried forward Dec. 31, 1929	Intake during 1930	Closed during 1930	Carried forward Dec. 31, 1930	Increase (+) or decrease (-) Dec. 31, 1929, to Dec. 31, 1930
Total—29 areas.....	10,618	7,956	2,662	1,727	8,891	+935
Berkeley.....	108	80	28	20	88	+8
Buffalo.....	560	446	114	76	484	+38
Canton.....	138	106	32	20	118	+12
Chicago.....	2,074	1,610	464	251	1,823	+213
Cincinnati.....	486	413	73	48	438	+25
Cleveland.....	1,059	802	257	189	870	+68
Dayton.....	192	169	23	42	150	+19
Denver.....	237	186	51	40	197	+11
Des Moines.....	361	254	107	81	280	+26
Detroit.....	2,212	1,503	709	365	1,847	+344
Duluth.....	256	189	67	58	198	+9
Grand Rapids.....	281	171	110	48	233	+62
Harrisburg.....	93	86	7	4	89	+3
Hartford.....	106	76	30	11	95	+19
Kansas City, Mo.....	91	84	7	8	83	+1
Lancaster.....	35	31	4	1	34	+3
Louisville.....	118	85	33	15	103	+18
Minneapolis.....	506	375	131	133	373	+2
New Haven.....	172	136	36	25	147	+11
Omaha.....	314	180	134	59	255	+75
Richmond.....	29	22	7	2	27	+5
Sharon.....	27	25	2	1	26	+1
Sioux City.....	180	154	26	46	134	+20
Springfield, Ill.....	81	57	24	14	67	+10
Springfield, Mass.....	47	37	10	5	42	+5
Springfield, Ohio.....	75	71	4	20	55	+16
St. Louis.....	153	109	44	47	106	+3
St. Paul.....	470	383	87	85	385	+2
Wilkes-Barre.....	157	116	41	13	144	+28

TABLE VI.—*Summary of applications for mothers' aid in 28 specified metropolitan areas during 1930*

Metropolitan area	Applications for mothers' aid				
	Total	Carried forward Dec. 31, 1929	Intake during 1930	Closed during 1930	Carried forward Dec. 31, 1930
Total—28 areas.....	7,931	2,032	5,899	5,896	2,035
Berkeley.....	40	7	33	34	6
Buffalo.....	380	97	283	239	141
Canton.....	77	11	66	49	28
Chicago.....	1,428	518	910	909	519
Cincinnati.....	536	354	182	280	256
Cleveland.....	1,171	215	956	999	172
Dayton.....	155	85	70	61	94
Denver.....	171	70	101	156	15
Des Moines.....	126	7	119	107	19
Detroit.....	1,104	160	944	931	173
Duluth.....	225	4	221	221	4
Grand Rapids.....	171	11	160	146	25
Harrisburg.....	111	58	53	28	83
Hartford.....	84	5	79	82	2
Kansas City, Mo.....	77	31	46	14	63
Lancaster.....	46	22	24	16	30
Louisville.....	89	35	54	73	16
Minneapolis.....	286	46	240	254	32
Omaha.....	268	6	262	235	33
Richmond.....	27		27	27	
Sharon.....	33	15	18	6	27
Sioux City.....	49		49	49	
Springfield, Ill.....	102	29	73	45	57
Springfield, Mass.....	12		12	10	2
Springfield, Ohio.....	49	31	18	16	33
St. Louis.....	237	90	147	162	75
St. Paul.....	640	20	620	633	7
Wilkes-Barre.....	237	105	132	114	123

Appendix C.—COST OF FAMILY RELIEF IN 100 CITIES, 1929 AND 1930¹

By GLENN STEELE, UNITED STATES CHILDREN'S BUREAU

The cost of caring for families in need during 1930 in 100 American cities may be estimated at more than \$40,000,000. An actual expenditure of \$39,397,480 in these metropolitan areas is shown from reports of public and private relief agencies assembled by the Children's Bureau, United States Department of Labor, for the President's Emergency Committee for Employment. This amount represents the cost of the major portion of the relief given in all cities, but falls short of the entire cost owing to the omission of grants by agencies from which reports were not available.

The reported expenditure for 1930 is an increase of 89 per cent over the reported disbursements for the needy in the same area in 1929, when \$20,891,726 was given in relief.

The amounts shown were paid out in direct aid to families. Sums expended by missions, municipal lodging houses, or other agencies providing individuals with temporary shelter or food and expenditures by agencies giving relief to veterans only were not included. Mothers' pensions or mothers' allowances were also excluded² from the compilation requested by the Committee for Employment, as these grants, usually given to support the children of widows, are not appreciably affected by seasonal or economic changes.

While the contributions from the public treasury are somewhat understated, owing to the omission of mothers' aid and to the fact that some private agencies derive funds from public sources, nevertheless it was found that the major portion of the expense of caring for families in want was paid out of public funds. A comparison of relief given by public and private agencies, based on returns from 75 of the 100 cities, shows that 72 per cent of the amount given in 1930 came from the public treasury as compared to 60 per cent in 1929. This indicates that the public bore an even larger share of the burden in 1930, when costs were greater, than in the previous year.

A comparison of the percentages of increase in public and private expenditures for relief is more striking. Although the exigencies of 1930 taxed the resources of private agencies to the utmost and in their rally to meet the need 48 per cent more money was raised and disbursed in 1930 than in 1929, the public departments extended their 1930 relief grants to a sum 146 per cent greater than that given in the preceding year.

¹ Reprinted from the Monthly Labor Review (April, 1931) of the Bureau of Labor Statistics, U. S. Department of Labor.

² Except for five cities not segregating mothers' aid from amounts reported.

The proportion of relief given by the public and the increase in public expenditures in 1930 over 1929 do not loom so large when Detroit, one of the 75 cities in the group discussed, is omitted from the calculations. In the Detroit area, where funds for relief are nearly all derived from taxation, the public expenditure for relief in 1930, \$8,680,017, more than equaled the combined contributions, \$8,599,459, from the public treasuries of the 74 remaining cities. However, if Detroit is omitted from the group, it is still found that the taxpayer footed the larger part of the 1930 relief bill (56 per cent). The increase in public expenditures during 1930 over those of the preceding year is sharply reduced (from 146 to 64 per cent) when Detroit is not considered. While in a country-wide survey of relief conditions, Detroit can not be erased from the picture of which it forms so important a part, group findings are greatly influenced by the extended scale of its relief operations.

SOURCES OF INFORMATION

The foregoing conclusions on the amount of the relief bill in representative urban centers and the proportion met by tax and by private subscription are afforded by a compilation of relief statistics secured from various sources. In the fall of 1930 the President's Emergency Committee for Employment requested the Children's Bureau to assemble information concerning the amount expended for family relief, the number of families aided, and the number of homeless or transient persons cared for, by months, during 1929 and 1930, in cities of 50,000 or more population.

As a nucleus of the desired information, the bureau had reports on relief beginning with July, 1930, from cities participating in its registration of social statistics, a service carried on in cooperation with community chests. Previous reports from these cities were available from the joint committee of the National Association of Community Chests and Councils, and the local Community Research Committee of the University of Chicago, which transferred the registration project to the Children's Bureau July 1, 1930.

This material was supplemented by information from all other available sources. Statistics for larger cities not included in the bureau's registration area were secured through the courtesy of the Russell Sage Foundation. Reports on relief were also sought by direct communication to community chests or to family welfare agencies in all cities of the 50,000 to 100,000 population class not previously reporting to the Children's Bureau. Beginning with a summary for September, 1930, statistics secured from these various sources have been compiled monthly by the Children's Bureau for the employment committee.

With the completion of the December, 1930, tabulation, a picture was afforded of the trend taken by relief operations over a 2-year period. For this period data on the cost of family relief, to which this analysis is limited, were assembled from 60 cities of 100,000 or more inhabitants and 40 cities in the 50,000 to 100,000 population class. Of wide geographic distribution, and diverse in economic and industrial characteristics, the cities form a representative American

group. For each city, the figures cover the field of operation of reporting agencies, usually more extensive than that bounded by city limits and often including the county unit.

The aggregate expenditures in 1929 and 1930 for the group, and for each class of cities, with percentages to indicate the increases for 1930, are shown in the following table:

TABLE 1.—*Expenditures for family relief during 1929 and 1930 in 100 cities of 50,000 or more population*

Class of cities	Relief expenditures		
	1929	1930	Per cent of increase
Cities with population of 100,000 or more.....	\$18,643,729	\$35,848,141	92.3
Cities with population of 50,000 to 100,000.....	2,247,997	3,549,339	57.9
Total.....	20,891,726	39,397,480	88.6

By comparing the advance in relief bills it will be seen that both the larger cities and those of moderate size were obliged last year to increase greatly their care for the needy, the sums spent being, respectively, 92 per cent and 58 per cent higher than in 1929. Without knowing whether resources have met requirements, it seems safe to assume that, on the whole, the cities of from 50,000 to 100,000 population experienced less severe conditions last year than the larger industrial centers.

Further evidence to this effect was found when the cities in each group were ranked according to the percentage of change in relief expenditures. The array for each class showed that one-half of the cities of smaller size increased their expenditures for relief by 42 or more per cent, whereas in one-half of the larger cities 1930 relief expenditures exceeded those of 1929 by 55 or more per cent.

Monthly disbursements for relief in the group of 100 cities are shown for the years 1929 and 1930 in Table 2:

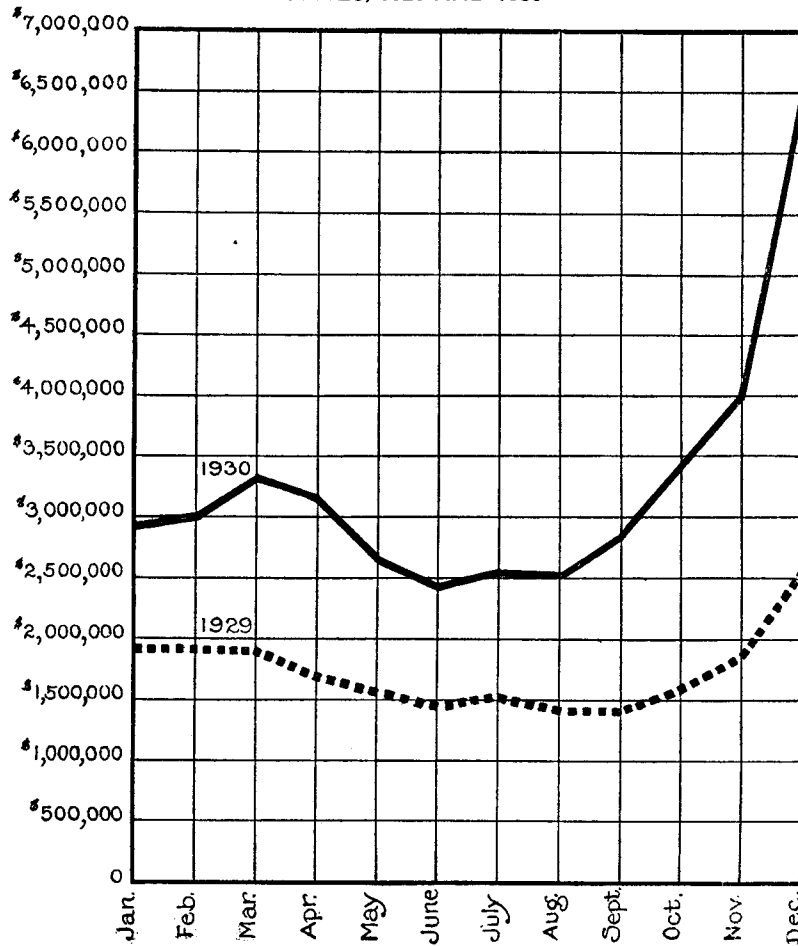
TABLE 2.—*Monthly expenditures for family relief during 1929 and 1930 in 100 cities of 50,000 or more population*

Month	Relief expenditures		Month	Relief expenditures	
	1929	1930		1929	1930
January.....	\$1,909,005	\$2,914,210	July.....	\$1,531,708	\$2,548,072
February.....	1,911,193	2,992,955	August.....	1,441,941	2,539,547
March.....	1,903,255	3,306,161	September.....	1,418,523	2,846,061
April.....	1,702,256	3,151,112	October.....	1,596,836	3,423,651
May.....	1,590,425	2,655,194	November.....	1,859,455	4,017,189
June.....	1,464,685	2,442,220	December.....	2,562,444	6,561,108

To illustrate the course taken by relief operations over the 2-year period a graphic representation of these figures is given in Chart I. The graph shows that the expenditures for 1930 are on a much higher level than those of 1929 and that for the summer months of 1930

relief agencies were obliged to meet monthly bills larger than those of normal winter months, as expressed by disbursements in January and February of 1929.

CHART I.—TREND OF EXPENDITURES FOR FAMILY RELIEF IN 100 CITIES, 1929 AND 1930



The usual upward sweep of relief as winter approaches is observed for both years, but the curve for 1930 shows a much sharper ascent than that for 1929 and culminates in a December peak, representing an expenditure of more than \$6,500,000, as compared to the December, 1929, peak expenditure of slightly over \$2,500,000.

TABLE 3.—Expenditures for family relief during 1929 and 1930 by public and private agencies in 75 cities and in the same cities exclusive of Detroit

Group and year	Relief expenditures				Total
	By public departments		By private agencies ¹		
	Amount	Per cent of total	Amount	Per cent of total	
1929:					
Detroit ²	\$1, 778, 322	94. 9	\$96, 235	5. 1	\$1, 874, 557
All other cities.....	5, 245, 118	53. 6	4, 541, 561	46. 4	9, 786, 679
Total.....	7, 023, 440	60. 2	4, 637, 796	39. 8	11, 661, 236
1930:					
Detroit ²	8, 680, 017	97. 7	200, 378	2. 3	8, 880, 395
All other cities.....	8, 599, 459	56. 4	6, 652, 929	43. 6	15, 252, 388
Total.....	17, 279, 476	71. 6	6, 853, 307	28. 4	24, 132, 783

¹ May include public funds expended by private agencies.
² For revised figures see Tables I and II, pp. 47, 48.

As has been noted, evidence on the source of relief funds comes from 75 cities which classified the expenditures of public departments and of private agencies. Table 3 shows the proportion of aggregate relief ascribed to each source in 1929 and 1930. This information is given for the group of 75 cities and for the same group without Detroit, to show the average experience of cities in which the public had not assumed so large an obligation.

The trend taken by relief expenditures of public departments and of private agencies over the two years is traced in Chart II. Public expenditures are indicated as well above those of private agencies, but for the first nine months of 1929 the two curves show a distinct similarity in contour. Thereafter, public expenditures mount much more rapidly to meet the winter needs of both 1929 and 1930 than do the funds provided by private welfare agencies. The graphic presentation is based upon Table 4 which gives a summation of public and private relief grants by months for the 75 cities.

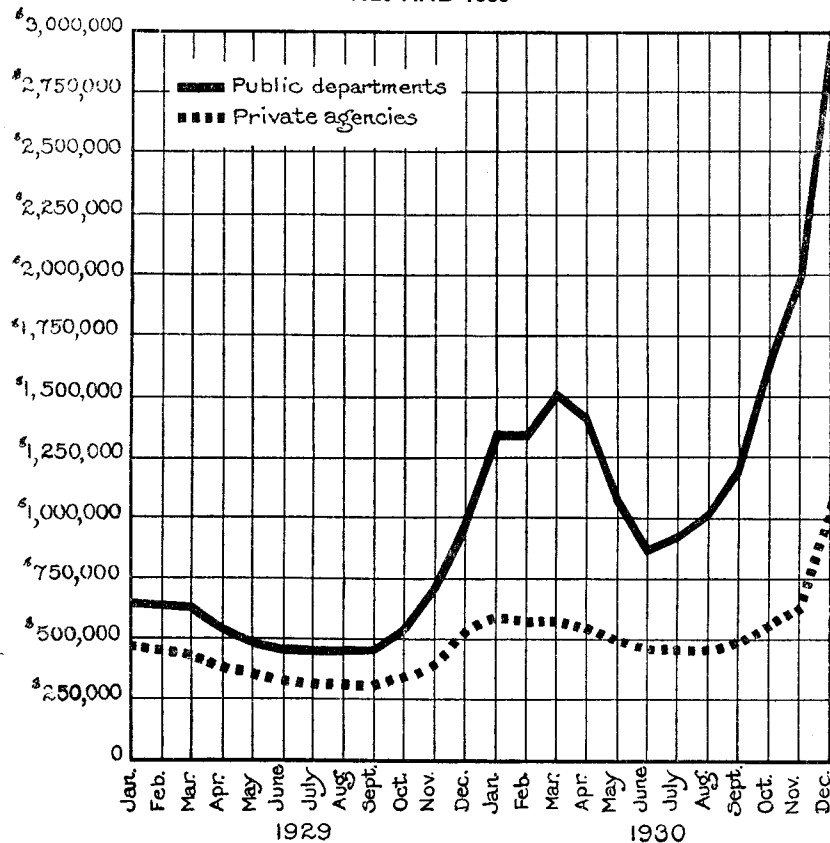
TABLE 4.—Monthly expenditures for family relief during 1929 and 1930 by public and private agencies in 75 cities

Month	Relief expenditures			
	By public departments		By private agencies ¹	
	1929	1930	1929	1930
January.....	\$657, 187	\$1, 340, 535	\$472, 198	\$594, 401
February.....	639, 702	1, 344, 849	456, 124	571, 963
March.....	635, 996	1, 519, 399	439, 139	576, 579
April.....	543, 506	1, 418, 818	387, 142	548, 306
May.....	489, 755	1, 088, 478	360, 966	495, 711
June.....	456, 520	874, 983	328, 562	459, 247
July.....	456, 063	926, 049	310, 712	455, 350
August.....	452, 381	1, 021, 669	311, 535	451, 698
September.....	459, 965	1, 182, 517	304, 600	481, 537
October.....	546, 123	1, 646, 560	347, 166	559, 886
November.....	710, 267	1, 962, 398	387, 153	624, 114
December.....	975, 975	2, 953, 221	534, 499	1, 034, 515

¹ May include public funds expended by private agencies.

While the aggregate figures give a composite picture of the relief bill in 100 cities and the method of meeting it in 75 cities, there were wide variations from city to city. Chart III shows the way in which each of 24 cities, reporting to the Children's Bureau for its registration of social statistics, provided the 1930 funds for its poor. From the two bottom bars it is seen that in Washington, D. C., for which Congress makes no appropriation to provide outdoor relief, and in New Orleans, La., the entire burden of caring for families in dis-

CHART III.—TREND OF FAMILY RELIEF EXPENDITURES BY PUBLIC DEPARTMENTS AND BY PRIVATE AGENCIES IN 75 CITIES, 1929 AND 1930



stress was met by private contribution. On the other hand, in Detroit and in Springfield, Mass., represented in the two top bars, relief funds were largely derived from public sources. Intermediate bars show the varying practices of other cities.

The amounts expended for the upkeep of families in financial need have been grouped in Table 5 to show the relief bills of 1929 and 1930 in 100 cities, by a regional classification. A comparison of the increases in the cost of aid in each section, as represented by the specified cities, is interesting.

TABLE 5.—Expenditures for family relief during 1929 and 1930 in 100 cities of 50,000 or more population, by geographic division

Geographic division	Relief expenditures		
	1929	1930	Per cent of increase
New England.....	\$5,213,268	\$7,906,519	51.7
Middle Atlantic.....	4,448,701	7,085,650	59.3
South Atlantic.....	687,570	843,517	22.7
North Central.....	6,867,925	18,127,848	163.9
South Central.....	387,246	520,885	34.5
Pacific and Mountain.....	3,287,016	4,913,061	49.5
Total.....	20,891,726	39,397,480	88.6

The cities included in the various geographic sections are as follows:

New England: Boston, Brockton, Fall River, Hartford, Holyoke, Lawrence, Lowell, Lynn, Malden, New Bedford, New Britain, New Haven, Newton, Portland, Providence, Springfield, Somerville, and Worcester.

Middle Atlantic: Allentown, Altoona, Bayonne, Bethlehem, Buffalo, Chester, Erie, Harrisburg, Lancaster, New Rochelle, New York, Newark, Niagara Falls, Reading, Rochester, Scranton, Wilkes-Barre, and Yonkers.

South Atlantic: Asheville, Baltimore, Charleston, Greensboro, Huntington, Jacksonville, Norfolk, Richmond, Roanoke, Washington, D. C., and Winston-Salem.

North Central: Akron, Canton, Chicago, Cicero, Cincinnati, Cleveland, Columbus, Dayton, Des Moines, Detroit, Evanston, Fort Wayne, Grand Rapids, Hamilton, Kansas City (Mo.), Kenosha, Madison, Milwaukee, Minneapolis, Oak Park, Omaha, Pontiac, Racine, Saginaw, Sioux City, St. Louis, St. Paul, South Bend, Terre Haute, Toledo, Topeka, Wichita, and Youngstown.

South Central: Birmingham, El Paso, Knoxville, Louisville, Memphis, Mobile, Nashville, New Orleans, and Shreveport.

Pacific and Mountain: Berkeley, Denver, Fresno, Long Beach, Los Angeles, Oakland, Portland, Sacramento, San Diego, San Francisco, and Tacoma.

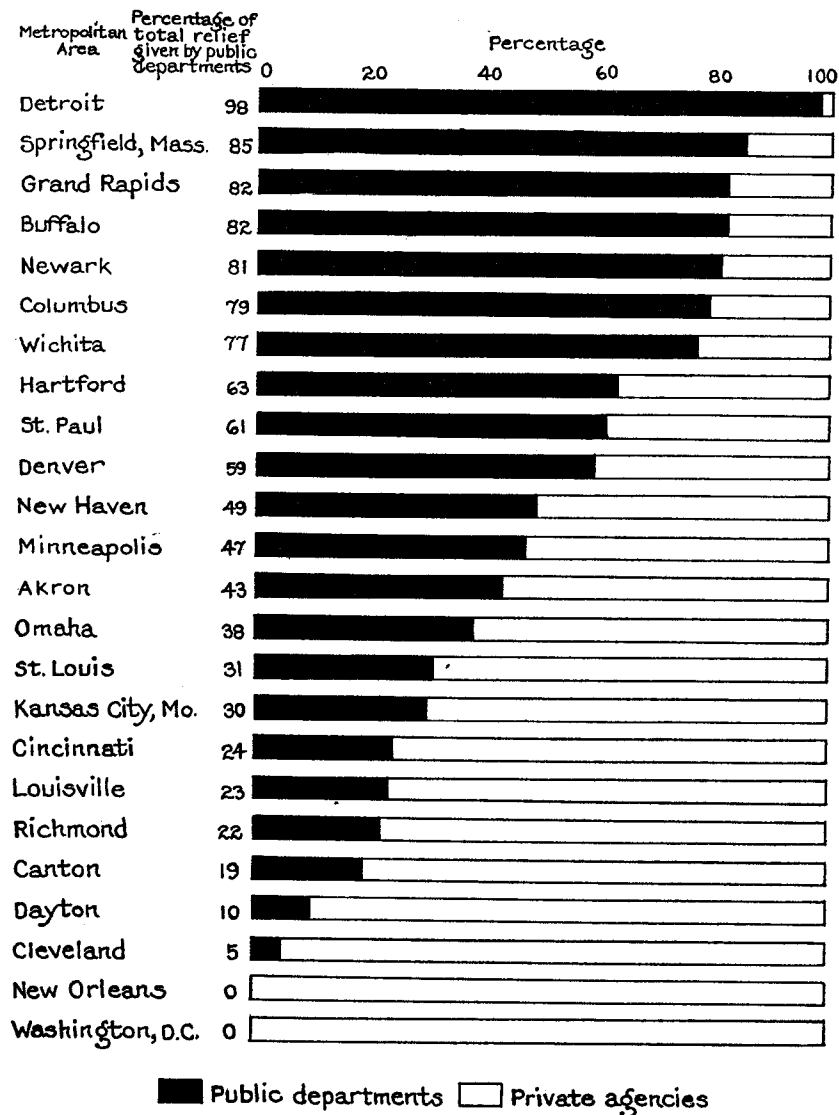
In the North Central division of the country, where not quite \$7,000,000 had been provided for relief in 1929, more than \$18,000,000 was called for in 1930, an increase of 164 per cent. When Detroit is eliminated from this section to obviate its weighting of group figures, it is found that although the increase in expenditures is reduced to 85 per cent, the advance in the 1930 relief bill is still larger than that for any other section.

In New England, the Middle Atlantic States, and the western section, the percentages of increase in 1930 over 1929 were somewhat similar—52, 59, and 50 per cent, respectively. The South Central division provided 35 per cent more money for its needy in 1930 than in the previous year and expenditures for cities of the South Atlantic area had increased less than one-fourth (23 per cent).

While the figures assembled show the actual relief costs reported and the increases called for during the year just passed, they can not be interpreted as a precise measure of relief requirements. In 1930 there may have been either less need or less money to meet the need in those areas in which relief expenses for that year did not greatly exceed those of 1929. However, in some of the large cities of the North Central division, where industry is concentrated, increases in relief bills, varying from 100 to 400 per cent, denote an unprecedented demand for family aid.

A graphic illustration of the relief problem in one city of this section has been furnished the Children's Bureau by the Welfare Federation of Cleveland, Ohio, and is reproduced on page 61.

CHART III.—PER CENT OF TOTAL FAMILY RELIEF¹ GIVEN BY PUBLIC DEPARTMENTS AND BY PRIVATE AGENCIES DURING 1930 IN 24 LARGE CITIES²

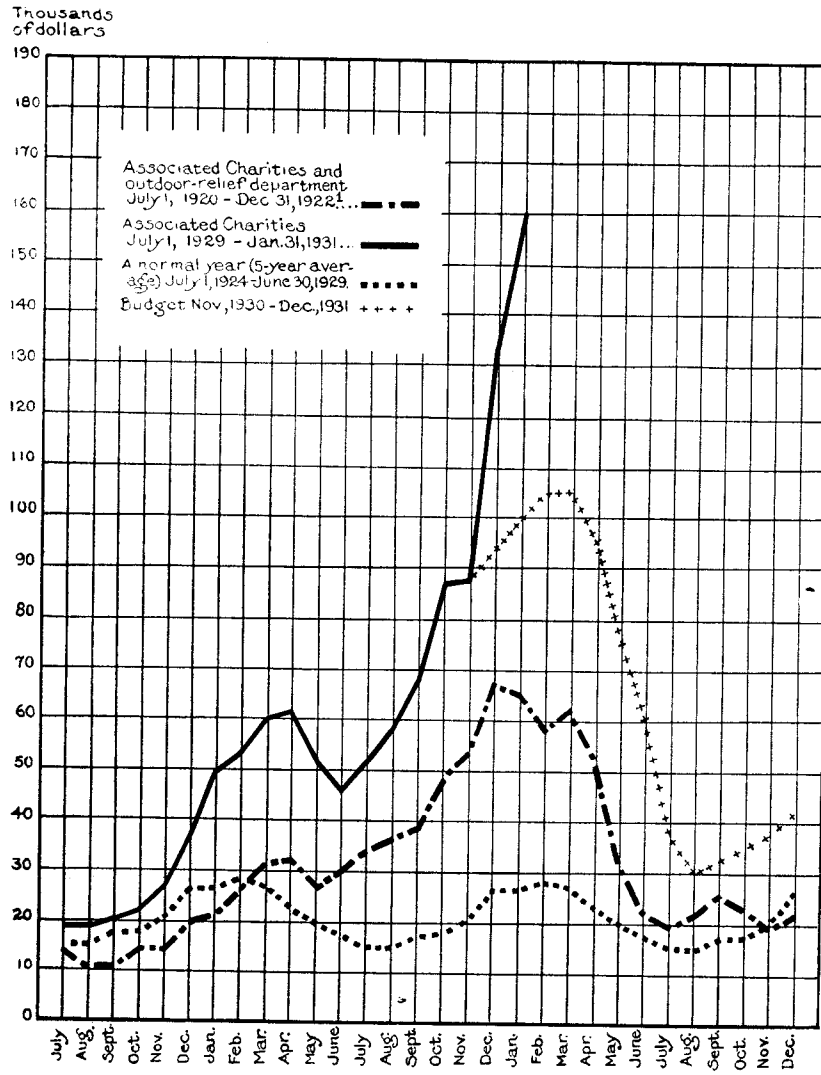


The heightened relief curve for July, 1929, to January, 1931, may be compared to a curve for July, 1920, to December, 1922, when conditions also called for an advanced outlay for relief, and again to a curve representing disbursements as calculated for a normal period.

¹ Excluding mothers' aid and veterans' relief.

² Revised.

CHART IV.—TREND OF FAMILY RELIEF EXPENDITURES OF THE ASSOCIATED CHARITIES CLEVELAND, OHIO



¹ Work of outdoor-relief department taken over by Associated Charities in 1923.

The chart also permits an interesting comparison between the amount paid out for relief during the winter of 1930 and through January, 1931, and the amount of money provided therefor in the budget of the associated charities. Expenditures to meet the winter needs had leaped to heights far beyond the budget provisions and could be supplied only by dipping into funds reserved for the remainder of the year.

Additional information accompanying financial reports has come to the Children's Bureau from many other parts of the country. This supplements the statistical data on the extent of relief with the story of the problems and difficulties faced by welfare agencies during 1930 in their effort to keep urban families from privation.

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