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Robert L. McNamara

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Prepared in the Department of Rural Sociology, South Dakota State College, under the direction of Dr. Richard L. Woolbert, Ass't. Professor of Rural Sociology

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CHAPTER I

INTRODUCTION

A. Source of Material

In 1933, the Rural Sociology Department of South Dakota State College, together with the South Dakota Works Progress Administration and the South Dakota State Department of Social Security, undertook a survey to determine the extent and cost of child dependency in South Dakota. Schedules were filled in each county of the State under the supervision of W. F. Kuslien, Professor of Rural Sociology, South Dakota State College; Dr. J. P. Johnson, now of North Dakota State College; and Robert L. McVeyers. Filling and editing of the schedules, and tabulation has been carried on by the Department of Rural Sociology with employees paid by WPA. From these schedules the subject of Broken Homes and the assignment of dependent children to the various causes of loss of support has been investigated from the material by the writer. (This is only a minor phase of the subject matter of the forthcoming bulletin on dependent children.)

The statistical material of the above survey was taken from the county social security offices; the public assistance workers of the county auditors; the Mothers' Pension accounts in the county judge's offices; and the public

CHAPTER I

INTRODUCTION

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The statistical material of the above survey was taken from the case record files of the county social security offices; the public assistance vouchers of the county auditors; the Mothers' Pension documents in the county judge's offices; and the public

assistance vouchers of federal agencies active in the counties including the following: The Farm Security Administration, the Works Progress Administration, the National Youth Administration, the Civilian Conservation Corps, and the Surplus Commodities Corporation.

For the legislation, administrative practices, philosophies and exigencies which have determined the actual course of relief in South Dakota, the writer has drawn upon the publications of the Works Progress Administration, the State and National Social Security Boards, the State Child Welfare Service, as well as upon the standard reference works.

In addition, during four years employment in social research, the writer has discussed the problems of the major relief agencies with officials in various parts of the State, and has studied their records, particularly their case histories of relief households.

B. Scope and Purpose of this Research

This thesis is designed to present the picture of broken home situations in South Dakota as a problem of relief and of social rehabilitation. The purpose is to discover the causes of broken home situations affecting children on relief, to describe the current methods of the relief agencies, to explore the possibilities of remedial care, both to end dependence on relief and to protect the children, and to weigh the probable effects of the various alternative programs for the care of dependent children.

This subject in its other aspects is to be developed by Dr. R. L. Woolbert and the writer in a forthcoming Experiment Station Bulletin, "Child Dependency in South Dakota."

C. Definition of Terms

Dependent Child: Use here is made of the Federal Social Security Act definition which defines a "dependent child" as a

"child under the age of sixteen who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle, or aunt, in a place of residence maintained by one or more of such relatives as his or their own home."

Such a child has lost a parent's care and support, is on relief, is under sixteen, and lives with near relatives.

Assistance: "Assistance" means payments in cash or kind with respect to a dependent child or children. Here, it has the meaning usually given to "relief."

Broken Homes: Dependent children's homes are those homes wherein the children have been deprived of the support or care from broken homes who were living either at public or private expense in institutions or in private homes, including desertions, divorces, and separations; (3) physical incapacity; (4) mental incapacity; or (5) institutional care. The loss of care or support may affect either parent, or both.

A "broken home," of course, is one from which one parent is missing, and does not include cases in which a parent is suffering either from mental or physical incapacity but is resident in the home. Since most dependent children live in actual "broken homes," and the rest have the same economic problem as broken home children, the group may be referred to as "broken home children."

Rural: "Rural" is taken to refer to the farm population in open country and to "very small unincorporated crossroad trading centers." It includes the farm population of the open country, but only that part of the "rural non-farm" population that lives in small unincorporated places.

Urban: "Urban" is taken to refer to population in places commonly termed villages, towns, and cities.

D. Limitations of Study

It is not intended that all broken homes in South Dakota should be included in this study. Only those broken homes which relied on public assistance for all or a part of their support for some time during the period of the study, July 1, 1937-June 30, 1938, and contained a child under sixteen, were included. In addition, no attempt was made to cover children from broken homes who were living either at public or private expense in institutions or in private homes.

E. Forms Used

A copy of the schedule that was filled directly from local records is included in the appendix.

F. Legal Background of the Mothers' Pension

The South Dakota Mothers' Pension Statute of 1913 provides for grants to be made by the county judge

"for the partial support of any woman whose husband is dead, whose husband becomes permanently disabled for work by reason of physical or mental infirmity, whose husband is a prisoner in the State Penitentiary, who has been divorced from her husband in this State for a period of one year or more, who has been deserted by her husband in such county for a period of one year or more, when such woman is pregnant or has a child or children under the age of sixteen years whom she is unable to support, or any female relative who under

like conditions has undertaken to care for and rear orphaned or abandoned child or children, and such female relative and child or children have had a residence in this State for one year and in the county for six months before making application therefore."

THE PICTURE OF AID TO DEPENDENT CHILDREN AS IT SHOWS IN SOUTH DAKOTA

This legal definition of cases eligible for mothers' aid in South Dakota parallels closely the present Federal and State legislation under the Social Security program.

However, it was never intended to be compulsory upon the counties, and neither the funds available nor the administrative practice has been standardized. This means that the ancient obligation of local governments to relieve extreme want is still the only sure legal resort for broken home children.

...of relief may be classified roughly into three groups: relief against extreme want, and the Social Security relief program. The responsibility and services carried on by each agency bear on the problem of the dependent child, and of course, each the responsibility of their programs into the relief picture.

...to give money as a means of relief is their principal purpose. This purpose is to maintain a bare minimum of living expenses for the dependent child and his family, and to maintain some other means of relief for the dependent child.

The County Commissioners Poor Fund is the oldest source of public relief, and has the final responsibility when all other relief is denied. It is an emergency fund under the control of the commissioners for assisting needy persons in the county. Investigations may be casual, be intensive, depending upon the commissioners.

CHAPTER II
THE PICTURE OF AID TO DEPENDENT CHILDREN
AS IT WORKS IN SOUTH DAKOTA

A. Agencies at Work

Relief to dependent children in South Dakota comes in part from every one of eight agencies set up to care for needy persons; only the ninth, the Mothers' Pension, is intended specifically for these children. Aside from this one fund, then, these children are a part of the general relief picture.

Agencies of relief may be classed roughly into three groups: relief agencies, work programs, and the special farm security relief program. The procedures and services carried on by each agency bear on the problem of the dependent child, and of course, upon the interrelation of their programs into the relief picture.

1. Relief

Relief agencies are those that give money or commodities to needy persons as their principal function. Their purpose is to maintain a bare minimum of income in homes that cannot provide their own means. These agencies take pains, usually, to maintain some sort of minimum scale of living, and to avoid giving the family very much in excess of the minimum.

The County Commissioners Poor Fund is the oldest source of public relief, and has the final responsibility when all other relief is denied. It is an emergency fund under the control of the commissioners for assisting needy persons in the county. Investigations may be casual, or they may be intensive, depending upon the commissioners. No cash may be given, and the assistance is usually both sparing and changeable.

The Mothers' Pension Law established in 1913, permits the commissioners to levy up to one-half a mill of general taxes for a county mothers' pension fund, which is administered by the county judge. It is intended specifically for broken-home children under sixteen. The maximum grant permitted is \$22.50 per month for the mother and one child, and \$10 for each additional child. Reapplication is made every six months. While the judge may change his pension list completely, as to amounts and as to persons receiving the aid, it is the common practice to make few changes. The amount available to the judge varies from nothing to the amount collected by the maximum levy, one-half mill.

Surplus Commodity Distribution is a Federal program that removes commodities, mostly food, from the market by assigning them to relief families. The office in each county acts upon the advice of the directors of the Farm Security and Social Security programs, who prepare a certified list of the names of needy families

who require this aid to make up a deficiency in their family budget. The amount of this relief is limited by the price control policies of the Government, so that it plays a small and inelastic, if persistent and widespread, part in the relief picture.

The Social Security Program in South Dakota is administered by a State Social Security Commission whose task is to carry on those phases of the Federal Social Security Act which apply to public assistance. Its two principal relief functions are: to distribute relief to the aged and to the blind, and to assist Federal agencies in assigning employment and surplus commodities to needy families. Its office in each county is responsible for these duties and maintains the records that come the nearest to being complete for relief of any in the county. The only direct relief given, however, is in the two categorical forms of assistance: Old Age Assistance, and Aid to the Needy Blind.

2. Work Programs

Among the many programs by which the Federal Government provides employment, are three that are restricted to needy persons. Their contribution to the relief household is in the form of WPA wages, NYA wages, and CCC wages. Employment for these wages depends upon need, as well as upon presumed capacity to work, age, and other tests. The assignment of persons to these programs depends very largely upon the investigations and recommendations of the State Social Security

the county commissioners. Wage scales are adjusted to ability and to locality, not to need.

The Works Progress Administration provides employment by meeting the wage bills of public works organized by local authorities. It is intended for persons economically responsible for the support of their families, who have been regularly employed in private industry, and are considered good material for private employment. In practice, little attention is paid to the candidates' efficiency, and most cases are decided by the magnitude of the family needs. These wages are the most generous payments per month available, so that the man who has the least means to support the most people is the one most likely to be employed.

The National Youth Administration provides wages on a basis similar to that of WPA, but for a younger group. Its aid to students is not part of this study.

The Civilian Conservation Corps differs from the other work programs in requiring the youth to live in camp and in giving him his own support about as though he were a soldier. The Government makes a regular wage payment to his family. The need of the family for this wage, as for the other two, largely determines selection for the program.

3. Farm Security Grants.

This is really a form of direct relief, the only

direct relief the Government gives white people. It is supposed to be restricted to needy families that are bona fide farmers. The Farm Security Administration is a continuation of the Resettlement Administration, and has other functions that should not be confused with direct relief to the neediest farms through grants.

B. The Agencies as a System of Relief *confirmed the popular*

The work of these agencies suggests considerable duplication and supplementation of aid. Heads of broken homes, being usually less able than others to bring about quick *this* action toward amelioration of their economic problems, have found themselves wandering from one agency to another for assistance. The difficulty of making a clear statement as to the agency that does or should take responsibility is *all* apparent from the following case conditions: *to compel*

1. Dependent children often live in a household with one *or* or more aged persons. In these cases, an Old Age Assistance payment may be the one of the various *agency* methods available that is actually used by the locality.
2. Similarly, dependent children living in households which are recipients of Aid to the Needy Blind may receive *an* some relief from that program. *It is to be noted*
3. The Works Progress Administration has affected the broken home situation in that dependent child households have frequently found this employment to be the answer

to their economic dilemma. Local governments, not having sufficient funds to care for these households from the Mothers' Pension funds, and desiring to transfer the obligation to Federal sources of funds, have passed these cases to the work program. The work program has given employment to many such persons, contrary to some scruples, and has thus confirmed the popular feeling that the relief obligation is not a local one, although the local responsibility has been clearly placed by the Mothers' Pension statute since 1913. This feeling has so permeated the thinking of many people that attempts to assign cases to their proper "agencies of care" according to law or to plan have been met with storms of protest. While there is no perceptible sentiment for employing on an efficiency basis to compel their employment, there may well be many heads of broken homes on work programs who are fully qualified.

To illustrate the transfer of cases from one agency to another and to show the ways local administrators may pass financial responsibility to theoretically inappropriate sources of aid, the following excerpts have been taken from actual case histories. It is to be noted that what appear to be quarrels of the type known as "out-fumbling" seem to govern the relations of the agencies, not the need of stability for the family.

The X family, consisting of the mother who has been divorced, and four children, three of whom were under sixteen years of age at the time of our consideration of the case. The first summary of family finances shows the mother to be receiving \$10 a month Mothers' Pension assistance, and instead of being supplemented with County Poor Relief funds, she is working on a FERA women's project for her other needs. A year later, we find Mrs. X is working on a WPA sewing room project and the Mothers' Pension assistance has been terminated; four months later she has been removed from the WPA rolls and is again receiving Mothers' Pension aid, this time of \$15 per month, supplemented by issuance of surplus commodities and county grocery and fuel orders.

The W family consists of the widowed mother and six children, ranging in ages from five to twelve years. The first report on the family shows the monthly income to be \$30 Mothers' Pension and \$5 grocery order from the county. It should be understood that the county grocery order is not a fixed amount to be paid each month, but must be considered anew at each meeting of the County Commissioners. Six months later, the Mothers' Pension aid has been reduced to \$20, the family composition remains unchanged, the time of year is Fall. The next accounting of the family income (a month later) reveals the Mothers' Pension aid now increased from \$20 to \$30, but the County Poor Aid for groceries has been eliminated entirely. Mrs. W is now doing private laundry work for which she receives sufficient milk for her family of six children. The final note we have on the W family is taken in midwinter, the Mothers' Pension aid has been reduced to \$15 per month, but the supplementation from County Poor funds has been raised to \$29 in the form of grocery and fuel orders.

4. The reduction of Mothers' Pension aid has often been due to depletion of funds so that more and more supplementation is necessary from local, state or Federal sources. The condition of county finance in many sections makes it evident that Mothers' Pension expenditures can tell only a part of the story. Our investigation of broken

affects broken homes is the employment offered in the home incomes indicates that of the total money spent by Civilian Conservation Corps. A boy from a broken home all agencies for aid to broken homes, only 23 per cent may enlist, as any others, for a term of employment came from the Mothers' Pension fund. In contrast, 35 carrying the agreement that \$25 of the usual \$30 monthly per cent came from WPA, 17 per cent from Farm Security, and 15 per cent from the County Poor funds. The remaining 10 per cent was divided among the following agencies, Mothers' Pension and relief funds of responsibility for NYA, CCC, Old Age Assistance, and Aid to the Needy Blind. the care of many households for the time of enlistment. Putting it another way, funds from county tax sources emergency grants of the Farm Security Administration are comprise 38 per cent of the total expended, Federal paid to rural homes, including many that happen to be appropriations provide 60 per cent, and 2 per cent comes "broken". The amount of an emergency grant is determined by the size of the farm household, the average nearest whole per cent.

5. Aid to youth has been extended by the Works Progress Administration through a program called the National Youth Administration. Children who have been deprived of parental care and support are assisted by this agency, reducing the need that assistance be given to their mothers from Mothers' Pension funds, or from county general relief, whenever an older brother or sister contributes to the household through these wages.
6. Still another form of assistance to young people which

¹ Woolbert, R. L., and McNamara, R. L., "A Preliminary Report of the Survey of Dependent Children in South Dakota." Mimeographed release, Department of Rural Sociology, South Dakota State College, 1938, Table 3.

affects broken homes is the employment offered in the Civilian Conservation Corps. A boy from a broken home may enlist, as may others, for a term of employment carrying the agreement that \$25 of the usual \$30 monthly wage will be sent to the head of his household at his home. This form of assistance relieves the county Mothers' Pension and relief funds of responsibility for the care of many households for the time of enlistment.

7. Emergency grants of the Farm Security Administration are paid to rural homes, including many that happen to be "broken". The amount of an emergency grant is determined by the size of the farm household, the average monthly amount being about twenty dollars in South Dakota. This Federal money enables the State and county to economize on their relief expenditures, including the Mothers' Pension. Such relief is inappropriate only if the family group is not likely to become a true farm producing unit in better times.
8. A form of assistance often relied upon to supplement the aid extended by any of the other agencies is "County Poor Relief". This assistance is usually administered by the County Commissioners themselves and the aid may or may not be based on an investigation of needs. Since Mothers' Pension grants in most South Dakota counties are inadequate for proper care and support of children,

County Poor funds are customarily used as a supplement.

These funds are made available to needy households in the form of grocery, clothing, and fuel orders and cannot be extended in cash grants. It is the one form of relief that is deliberately intended to meet occasional emergencies and every type of special need, but for the reasons well known, it can not be liberal.

The original theory of the relation of Mothers' Pension to commissioners' relief, that a judge can make finer adjustments than a commissioner, has been put in reverse by present conditions. The judge was supposed to exercise discretionary power, fit payments to cases, and to exert a paternal influence in the family. Now the judge usually issues the fixed sums and the commissioners deal with the special situations and the fine points.

9. Obviously, the work of the Surplus Commodity Corporation in distributing commodities to needy persons and households is an important factor in the support of broken home situations. State reports, based on all relief cases, show a monthly value of about four dollars. These gifts enable the local government to maintain its standard of relief at less cost to county taxpayers than would be required if the county purchased substitutes. It is an advantage to relief families in that the commodities are often of a type and value that county relief

rarely provides relief. Farm cases, for instance, look

- C. Budgetary Deficiencies and How They Are Met
- With nine agencies at work more or less independently, representing three branches of government, the question might well be put, "How are budgetary deficiencies met without a great waste of money and duplication of effort?". The explanation is not as difficult as it may appear. The process begins with the needy person who makes application for aid. Eventually he is referred to the agency that will aid him after investigation. If his earnings or grants are still not sufficient to meet his household needs with this first aid, he can seek a supplement from another agency.
- D. Thus heads of broken homes may be supporting the family on WPA except for minor aid from surplus commodities, the Mothers' Pension funds, or the County Poor fund. Wages earned from CCC may likewise be supplemented by another employable member of the group working on WPA or NYA, or from Mothers' Pension or County Poor funds. Other households may have their budgetary deficiencies met by Farm Security Grants. Surplus commodities are given to the great majority of these families in addition to other relief.
- To repeat, the governing principle is that a broken home must show its budgetary deficiency in order to get relief. If the first relief is not enough, it must show that the budgetary deficiency still exists in order to get another

agency to add to the relief. Farm cases, for instance, look to the Farm Security Administration as their first form of assistance to be supplemented if necessary by County Poor funds, Old Age Assistance, or CCC, depending on the composition of the household. If a budgetary deficiency exists after employment or direct relief is obtained, surplus commodities are made available. In each case, the agency makes its own decisions according to its own tests of eligibility for aid. This work consists mostly of determining how much assistance is needed above other benefits in order to meet the household budget. Here, the comment should be made that the

D. Federal-Local Relations *extending assistance to Mothers' Pen-*

sion There is some evidence in support of the contention that the counties regard the problem of broken homes as another relief problem to be met most liberally and most economically by assigning cases away from local responsibility. The easiest course is for the Social Security and the county officials to use the Federal farm and work programs for the largest and neediest households, thereby saving State and county money. The incidence of Mothers' Pension cases on WPA projects is an example of this practice; the idea is to get the mother the better income of WPA while saving county funds. Criticism from local people of the inefficiency of work programs as due to the shortcomings of Federal administrators loses much of its force in communities that select personnel

for work projects on a strictly needs basis; the inefficiency may be a matter of local responsibility in selecting the most needy person regardless of his work efficiency. This is the subject of frequent debate.

Local practices in other respects reveal that in the administration of the agencies, there are many divergences from avowed purposes. Probably Old Age Assistance, Aid to the Blind, Surplus Commodity distribution, and CCC are the only agencies which are able to follow satisfactorily the assignments intended by law, and that with some exceptions. As for the others, the comment should be made that the county judge's task of extending assistance to Mothers' Pension cases is often restricted by lack of sufficient funds. In such a situation, the real decision as to how much aid a given family gets is transferred to the county commissioners, who supplement with County Poor funds, or to the Works Progress Administration if it can be persuaded to give employment on the work program. This weakens whatever influence the judge may have over the care and control of the children.

In giving employment to broken homes of children under 16, containing no really employable person, the WPA is doing exactly the job which the Federal Government attempted to return to the states in its Social Security provision for dependent children. The legislation of 1935 created the Works Program and Social Security System, one to be for all

the able workers, the others for three classes of the unemployables--the aged, the blind, and dependent children. It was only the truly employable who were to be aided directly by the Federal Government.

It is not only the work programs that have been stretched to cover unemployables. Households have been kept in rural residence although not genuine farmers, and therefore not entitled to grants, and have received farm security grants. Many of these grant cases will never be useful farm producers.

The unreliability and confusion in public assistance that accompanies present shifts of burden from agency to agency continues to contribute to a profound sense of insecurity to members of these families; it makes planned self-help difficult; and is a probable cause of delinquency among children reared in an atmosphere of insecurity, change, and anxiety. Shifting of these people from agency to agency for no long-time, planned, or constructive reason must have dire social effects. It is reasonable to expect many of the "unwanted" children comprising the broken homes to reap the anti-social fruits of such administration in their later lives and to sow them again in adult years of incompetence, disorder, or even crime.

There is in the confusion of "out-fumbling" an element of Federal control. The Federal Government studies the financial

condition of the counties, makes liberal allowances in some, and restricted allowances in others. There are, therefore, counties where the United States Government met three-fourths of the cost of these households, and others where it paid less than thirty per cent. The policies of the counties are a direct reflection of the resources of the counties, perhaps, more than of local attitudes toward broken home situations. It is, as stated, the poorer counties that can "outfumble" Federal agencies most easily. The great differences in administering the program make this point clear. Perkins County, during the period under consideration, had shouldered only 10.84 per cent of the cost of caring for broken homes, while 87.25 per cent of the cost had been passed on to Federal agencies. On the other hand, Sully County accepted on its own resources 54.86 per cent of the load over the same period of time. Brookings County shows a local acceptance of 59.00 per cent of the total cost.¹ The reason is made clear by a comparison of county resources: Perkins County had a taxable valuation of \$10,583,489 in 1936.² If the maximum levy of one-half mill for Mothers' Pension had been assessed and 100 per cent tax collection made, only \$5,291.74 for this purpose would have been available. Thus

¹Woolbert, R. L., and R. L. McNamara, "A Preliminary Report of the Survey of Dependent Children in South Dakota". Mimeographed Release Department of Rural Sociology, South Dakota State College, 1938.

Table 3. *Annual Report, South Dakota Department of Finance, 1936, p. 135*

²Twelfth Annual Report, South Dakota Department of Finance, 1936, p. 135

for the 69 broken homes on relief in Perkins County, representing 183 children, an average of \$76.69 per home would have been available for the year, or \$2.41 per child per month. Of course, the tax could not have been fully collect-

A. Types of Dependency Problems

ed. This example serves to point out that in some areas no single factor accounts for child dependency. The major part of dependency in South Dakota can be ascribed to crop failure, cases from local responsibility. There is no local source of unemployment, chronic personal inadequacy, broken homes, and funds. Counties in better financial condition present a different picture. The same one-half mill levy in Brookings County for the 1936 valuations would have produced \$14,190.91¹, which would have meant \$127.85 per broken home for the year, or \$5.28 per month for the 224 children.

Each of these factors in dependency is officially assigned to an agency created to meet the need, but insofar as a household aid for counties, as such. The misuse of work programs, and is passed on to an agency not equipped to meet its peculiar needs, the needless shifting of families, however, may be very serious, as shown. to that extent does the relief situation present a picture of confusion and general inefficiency. The difficulty is in deciding which agency is really responsible. For instance, is the child dependent on relief because a parent is dead, or because the surviving parents responsible for him are unable to secure employment? Is it a county responsibility under the Mothers' Pension, or that of a Federal work program?

Before 1933, the Federal Government did not even assign aid-

¹ Twelfth Annual Report, South Dakota Department of Finance, 1936, p.135

CHAPTER III

DEPENDENCY PROBLEMS AS RELATED TO THE

PROPOSED STATE PROGRAM

A. Types of Dependency Problems

No single factor accounts for child dependency. The major part of dependency in South Dakota can be ascribed to crop failure, unemployment, chronic personal inadequacy, broken homes, and stranded populations. Any one, or a combination, may account for a household being on relief. It is easier to discover these general causes in the community than to decide exactly which is responsible for the dependency of a particular family.

Each of these factors in dependency is officially assigned to an agency created to meet the need, but insofar as a household is passed on to an agency not equipped to meet its peculiar needs, to that extent does the relief situation present a picture of confusion and general inefficiency. The difficulty is in deciding which agency is really responsible. For instance, is the child dependent on relief because a parent is dead, or because the surviving workers responsible for him are unable to secure employment? Is it a county responsibility under the Mothers' Pension, or that of a Federal work program?

B. The Federal Law

Before 1933, the Federal Government did not even arouse widespread hopes that it would assume the burden of relief. Legally,

the responsibility rests on the states and their subdivisions, to be assumed from them only by act of Congress. Hence, we must turn to an analysis of the Federal law to define the responsibility for children's aid that is State or local. Broken homes as a form of dependency are the subject of one title of the United States Social Security Act, in which assistance to dependent children is provided. "Title IV of the Social Security Act attempts to meet the need by providing Federal grants to the states for assistance to dependent children. The Federal contributions are to be equal to one-third of the total amounts expended in a state for this purpose, but are not to exceed \$6 a month for the first child in a given home, or \$4 for each succeeding child. The State and local governments will, therefore, receive aid from the Federal government only as long as the total monthly grants do not exceed \$18 for the first child in a home and \$12 for each of the succeeding children. Above these points, the State and local governments must bear the cost alone."¹ This is, by law, the sole means by which dependent children, as such, can be aided.

Federal grants are limited to needy dependent children under the age of 16 who have "been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent" but who are living in the homes of relatives of specified degree.

¹Douglas, Paul H., Social Security in the United States, p. 193

The Federal grants are available only on condition that the State satisfies certain conditions as to law and administration such as:

1. There must be a state "plan" for aid to dependent children which must "be in effect in all the political subdivisions of the State." The United States Social Security Board accepts the plan only if it seems to promise fair and uniform administration over the State.
2. Each state must itself contribute to the support of such a plan. However, a state may contribute as little as five per cent, it seems, taxing the rest to local governments.
3. There must be a single state agency which either administers the plan itself or which supervises the administration of the local authorities. Otherwise, of course, uniformity would be impossible.
4. Anyone who has had a claim denied with respect to aid to dependent children has the right of appeal and to secure a hearing before the state agency. This helps to secure uniformity.
5. The state agency is to make such reports as are deemed necessary to the Federal Social Security Board.
6. The Social Security Board has no power over the "selection, tenure of office and compensation of personnel" in the state's program. Its power of interference is limited to denying funds if the state ignores requirements in general.

7. The child must not be required to have more than one year's residence in a state as a condition for receiving aid. If the child is less than a year old, the state plan may require that the mother shall have lived in the state for one year immediately preceding the birth of the child.

It has proved possible for the states to assume wide authority over: the classes to receive aid, the amount of aid, the division of costs between state and local government, and the actual plan of administration. Aid to dependent children programs vary widely from state to state. Over forty states have adopted the program, varying as to system of administration, classes served, and amounts paid.

In no way does a state's entrance into a program guarantee liberality to the dependent children.

C. Extent of Dependency

During the twelve-month period, July, 1937, through June, 1938, 11,756 white children and 1,342 Indian children were found to have been living in broken homes in South Dakota. Thus, a total of 13,098 children were living in 5,774 broken homes (Tables I, II, III.A., III.B., IV, IV.A., and IV.B.)

Within the broken home category, the following were shown to be the principal reasons for the child's loss of support: death, continued absence from home, physical incapacity, institutional care, both parents affected, mental incapacity, and other. More

exactly, these are the reasons that the children come within the definition.

1. 6,829 children, or 52 per cent, had lost their means of support because of death of a parent.
2. 3,424 children, or 26 per cent, were deprived of means of support because of continued absence from home of a parent.
3. 1,315 children, or 10 per cent, were children of a physically disabled parent.
4. 703 children, representing 5 per cent, were deprived of means of support because of the institutional care of parent.
5. 697 children, or 5 per cent, were deprived of means of support because both parents were assignable to one or more of the aforementioned reasons for loss of support.
6. 122 children or 1 per cent had lost their means of support because of the mental incapacity of a parent.
7. Eight children were deprived of support because of some undetermined reason.

The hope that this social problem will disappear in better times is dimmed when it is remembered that one-half of these broken homes suffer from the death of a parent. These children have lost an actual means of support. Death, continued absence, and physical incapacity together comprise the reasons for almost nine-tenths of all the broken home situations. Better economic conditions, and constructive case work, can use the remaining productive capacities of many of these households to reestablish self-support. What proportion, is a question for later consideration.

CHAPTER IV

RURAL-URBAN CONTRASTS

A. The White Broken Homes

As expected, more of the broken home children live in urban places than in rural places. This is especially true of those homes that are broken by the continued absence or the death of a parent. Of almost 3,000 white children in the homes broken by continued absence of a parent, about 2,500, or 83 per cent, live in villages, towns, and cities. Well over one-half (57.4 per cent) of the white children who have lost their means of support because of the death of a parent are living in urban places. The other reasons for a child's loss of support show a consistent urban residence so that of the total of 11,756 white children from broken homes, two-thirds (66.7 per cent) live in urban places (Table V). County and State totals as to rural and urban residence of white children are shown in Tables III.A. and III.B. It is not known how many of these children were moved from farm to town because the breaking of the home made farm life no longer tolerable.

B. The Indian Broken Homes

Residence of Indian children in broken homes constitutes almost the reverse of the white children situation. Over 70 per cent of the 1,342 Indian children from broken homes have rural residence. Only about one-third (35.4 per cent) of the

Indian children living in homes broken by continued absence of a parent live in urban places. About one-fourth (27.8 per cent) of the Indian children living in homes broken by death of a parent live in urban situations (Table V). The predominantly rural residence of the Indian children may be due, in part, to the Federal policy of settling the Indians on reservations in strictly rural areas.

Other things being equal, it is seemingly more convenient for a broken home to be situated in an urban environment than rural. Analysis of the cost of maintaining these broken homes will be forthcoming in a bulletin on this subject. The higher cost of housing, food, and shelter in town than in the country has the probable effect of making the rural-urban residence discussion of prime importance in the administration of a broken home program.

CHAPTER V

EFFECT OF ABLE-BODIED MALES IN
BROKEN HOME SITUATIONS

The schedules bring to light an additional factor which has a direct effect on the outcome of the child dependency problem and more especially on the cost of maintaining the broken homes. It is the presence or absence of able-bodied males in the broken home, responsible for support. By "able-bodied responsible males" is meant a male between the ages of fifteen and sixty-five without recorded physical or mental incapacity and whose relationship to the dependent children would indicate a legal responsibility. The maps, Figures 1 and 2, show the differences among the counties concerning the able-bodied responsible male factor. The point of significance here is that the presence of these persons in the broken homes means the possibility of income for the household, thus affecting the future dependency of the household on public assistance. Analysis of the schedules in this regard has the effect of reducing the "permanent" load of 13,028 dependent children by 7,053 children. Whether conditions in industry will permit these homes to be self-supporting is another matter.

The two maps show that a larger proportion of the homes, representing 3,431 children occur in the rural areas, than in the urban. (Tables VI, VI.A, VI.B.) This is taken to mean that economic conditions are more important as causes of child dependency on the farm than in town. That is, in good years the group might well support

ABLE-BODIED

ABLE-BODIED

ABLE-BODIED

ABLE-BODIED

ABLE-BODIED

BROKEN HOME

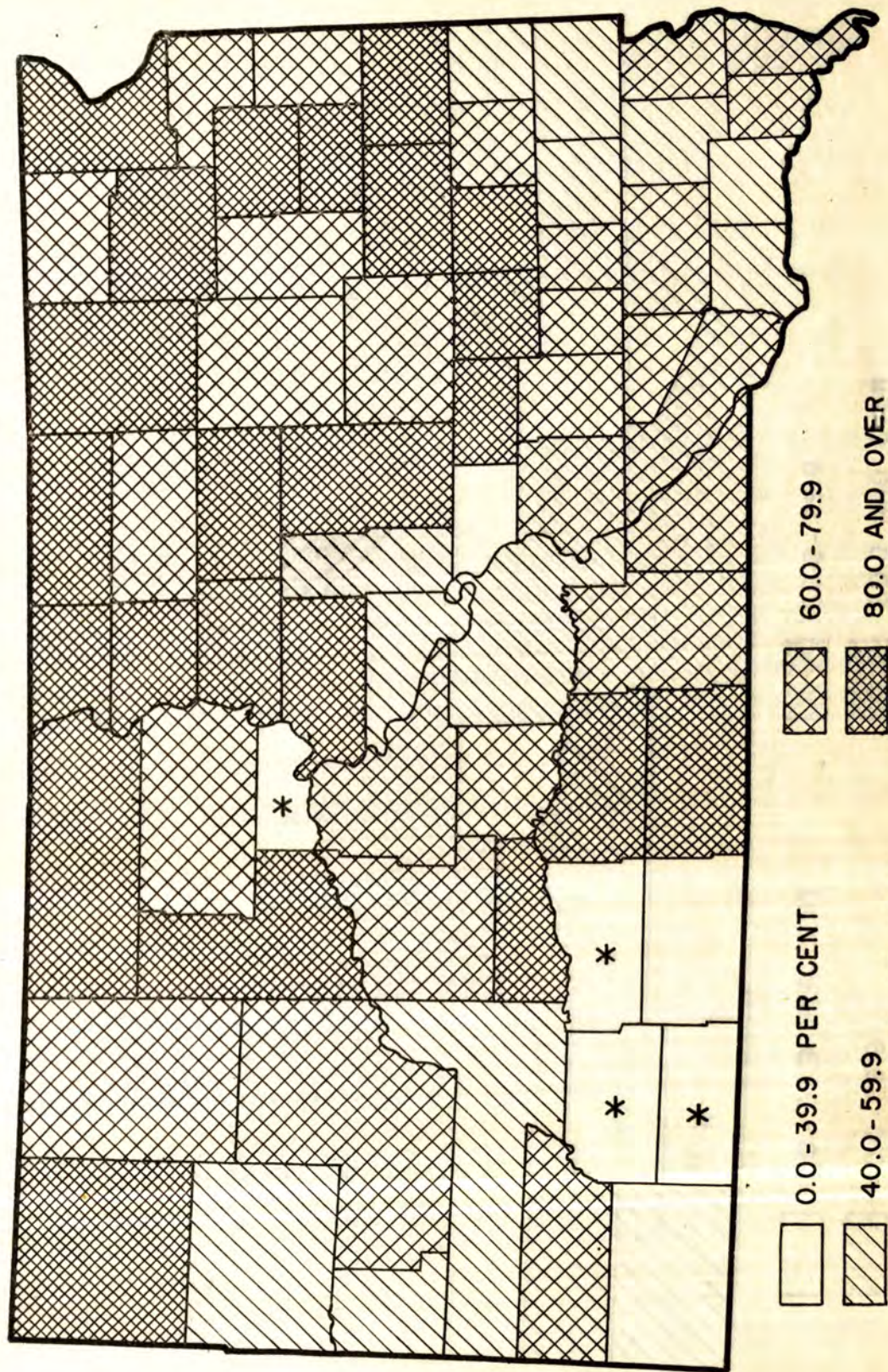
BROKEN HOME

BROKEN HOME

* NO DATA

SOURCE: UNPUBLISHED REPORT "CHILD DEPENDENCY IN S.DAK." RURAL SOC DEPT., S.D.S.C.

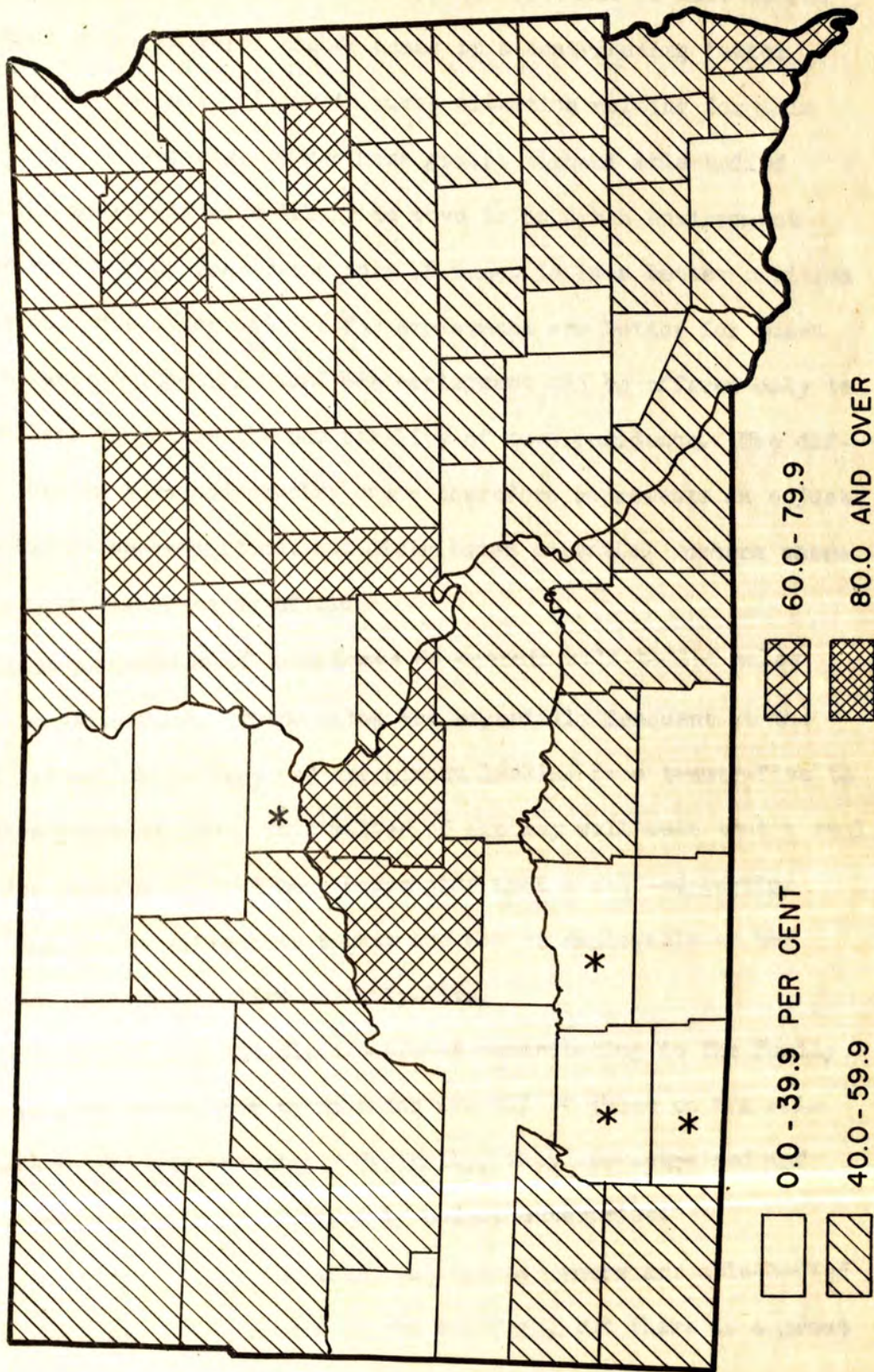
FIG. 1. PROPORTION OF MONEY PAID TO RURAL BROKEN HOMES WHICH INCLUDE ABLE-BODIED MALES



* NO DATA

SOURCE: UNPUBLISHED REPORT "CHILD DEPENDENCY IN S. DAK." RURAL SOC. DEPT., S. D. S. C.

FIG.II. PROPORTION OF MONEY PAID TO URBAN BROKEN HOMES WHICH INCLUDE ABLE - BODIED MALES



SOURCE: UNPUBLISHED REPORT "CHILD DEPENDENCY IN S.DAK." RURAL SOC. DEPT., S.D.S.C.

itself by its farm operations. Likely, the presence of able-bodied responsible males in rural broken homes is a contributing factor toward keeping the group in their rural situation waiting for this opportunity. Conversely, broken home groups without able-bodied responsible males are more likely to move to an urban environment where an adult group consisting only of women is in a better position to carry on. The opportunities for employment are better for women in the towns, and the rule that WPA employment can be offered only to town dwellers increases the desirability of town residence. The difference between town and country cases therefore represents an adjustment to future opportunities, and distributes potential workers where they are most likely to be of use.

A large proportion of town homes do contain able-bodied males fifteen to sixty-four. These males are especially frequent at the ages of fifteen to twenty, and are almost lacking from twenty-five to forty-five years of age. This matter of age may well mean that a real demand for labor would put many households upon a self-supporting basis. But youths fifteen to twenty are not as employable as the missing men from twenty-five to forty-five.

The women are undoubtedly capable of contributing to the family support in many cases, but by no means are all of those on WPA able to compete in private industry. Typically, they are untrained and inexperienced in the work required by modern enterprise.

In conclusion, it is necessary to repeat: there are able-bodied males in the homes of over half of the children, but there is a great

lack among these males of men at the most productive ages. The men in the households, as a group, will not be the first to be absorbed by private business as employment increases, nor will the women.

These activities carried on by women in the household, which are intended to make it a better place to live. Among the evils to be feared, not only the loss of the home, but those that cause broken home children to be neglected and those that cause them to become, as adults, professional criminals. These services do not provide immediate relief either for the poor or for the taxpayer, but should save money in the long run.

The services provided in these households, that of raising up the children, are the most important. It is to save for the child the best possible environment of growing up, free from the ill effects of existing conditions, which can not be changed at once. The former is a long term investment in the normal functioning of the household, the latter is a necessary necessity of public defense.

The care of children for care is the most important. If their homes are broken, the best care is to be provided by experts in institutional care, but in some cases, as in the case of the child, there being few institutions, the best care is to be provided by the particular child. For those that are in the household, it is to be noted, this means that the

CHAPTER VI

PREVENTIVE AND REMEDIAL SERVICE

Preventive and remedial services are those activities carried on by social workers, public officials, and the citizens, which are intended to remedy or to prevent social evils. Among the evils to be fought, not by relief alone, are those that cause broken home children to be on relief, and those which cause them to become, as adults, problems of relief or of public order. These services do not provide immediate results, either for the poor or for the taxpayer, but should save money in the long run.

There are at least two sides to these measures--that of setting up the group as a self-supporting household, able to care for and train its children, and that of protecting children from the ill effects of existing conditions which can not be changed at once. The former is most effective, as it restores the normal functioning of the household. The latter is a persistent necessity of public defense.

A. Home Care in Foster Families

It is an old practice to place unfortunate children for care in homes other than their own, particularly if their homes are broken. Foster home care is generally preferred by experts to institutional care, and is more common in South Dakota, there being few institutions in the nature of orphanages. Successful placing depends upon finding a proper foster home for the particular child. Poor placements are naturally to be avoided. In practice, this means that the

official must inquire into the social history of the prospective foster homes, acquire a good understanding of the families' attitude toward child care, family and community life, and estimate their material resources. Decisions of placement in foster homes are always dependent on both the previous conditions surrounding the children, and the status of the new homes. For the dependent children in South Dakota, placement in foster homes might help solve the problem of many children, including those of unmarried mothers. In fact, placement at county expense is not uncommon, although likely to be expensive for the county. There are doubtless many broken home situations where foster home care could be utilized, especially in those cases where the head of the household could be employed if the child were placed, and in those cases where undesirable home conditions are detrimental to the best interests of the children.

At present, foster home care for dependent children seems unlikely to be used on a large scale. One reason is the declining usefulness of extra hands to farm operators, which is reducing the opportunity for one of the best forms of placement. Another is that placement depends upon county appropriations, which are often very difficult to secure, for reasons known to all. Except where the conditions in the home, aside from poverty, are destructive to the child, or there is no other way to provide, funds are difficult to secure. A third force, restraining the growth both of foster home, and orphanage care, is the federal statute giving aid to children living with near relatives, denying it to the children in the homes

of other persons.

The First White House Conference on Child Welfare called by President Theodore Roosevelt in 1909 established a cardinal principle in child care: "Except in unusual circumstances, the home should not be broken up for reasons of poverty". However, when no home exists, or when through inadequate relief, or lack of employment, or for other reasons, the broken home can not be maintained, foster care in an institution or foster family home was held to be necessary.

Since skill is required to assure the child of the home that can rear him successfully, it is at this point that child welfare workers can be of inestimable value. They protect the child from careless placement and the community from fruitless use of funds. Also, they select the cases in which placement is a real necessity, and are in a position to urge the local governments to accept the financial responsibility in those cases which really require it.

The grim reality that the immediate cost may be less if the child is kept in an undesirable or even socially vicious home than it is if he is placed in an acceptable foster home restrains this form of care. Not only is it an important consideration in counties where drought, grasshoppers, and low crop prices have made any additional public expenditures almost prohibitive; even the prosperous counties resist it until convinced it is necessary. Since there is no federal aid for children not living with near relatives, the Social Security Act being written to discourage the splitting of families and the "dumping" of children, there is little chance that boarding home placement

will increase in states that have accepted federal aid. The possibility of accepting federal aid may serve as a deterrent in South Dakota.

B. Case Work

Social case work is personal service intended to help people to escape from poverty, to overcome handicaps, or to remedy behavior defects. It may be accomplished without any relief being given, and is not a relief program, but a reconstruction program. For instance, a child welfare worker in South Dakota may assist county officials to place a child in a foster home at county expense, but not even save the county the cost of moving the child to his new home.

It should be clearly understood that the functions of the nine agencies affecting broken homes in South Dakota do not represent essentially a job of case work. The kind of assistance given is purely one of providing subsistence involving distribution of money or commodities to meet budgetary deficiencies--in a word, it is primarily concerned with relieving destitution. The "work programs" (WPA, NYA, CCC) are in the business of providing employment to needy employable persons. "Direct relief" as exemplified by County Poor Relief, Farm Security Grants, and Surplus Commodity distribution, distributes grants and aid in kind to households showing budgetary deficiencies. The "categorical aids" as Mothers' Pension, Old Age Assistance, and Aid to the Blind, are purely accounting procedures through which these classes of needy cases

receive monthly amounts of aid.

The distinction should then be clear that any case work here mentioned as a result of a unified state program, such as aid to dependent children, is not a necessary part of such a program. That is, the money can be doled out according to law, as is the old age relief in most places, without the employment of a single social worker and with only the most casual attempts to remedy the conditions causing dependency. Defining social case work as "the processes involved in the individualized treatment of social maladjustments" would exclude agencies confined to purely relief and accounting functions. They are "public assistance", not "case work" agencies.

Case work can be accomplished with efficiency only where money is appropriated for it, and officials are authorized to give their time to prevention and care. The only such appropriation of consequence in South Dakota is for the Child Welfare Service.

Thus, if no other provision is made for social service, and if broken homes are assisted by an aid to dependent children plan, the plan will mean only a substitution of this assistance for that now received. It will be a matter of stated amounts of money, accounted for by public assistance workers, and paid at stated times. It will mean that social case work will be more effective only indirectly, through such forces as greater family stability and better case records, which aid the case worker.

However, the rehabilitation of broken homes is a bit nearer realization under a State plan for aid to dependent children. Such State administration would simplify many phases of remedial case work. A few of the encouraging factors are developed briefly here. The factors below would operate more favorably under a state-wide program, both by the natural consequences of the program or with the guidance of social workers.

1. Mobility

It appears that if the heads of broken homes were able to retain their eligibility status for Aid to Dependents, and Children after migrating from their county of residence to a place of greater opportunity, some improvement would be noted in their adjustment. As it is, people dependent on relief are usually unable to move; they would risk being cut off relief altogether if they lost residence in the county where they live. In fact, they may be punished by loss of "relief rights" if they accept employment in another county or state for as little as a month. Many do not dare risk "relief rights" at home against a chance of self-support elsewhere. A state-wide program which would remove county barriers by assuring relief after an approved change of residence would have the effect of encouraging movement to places where the services of the family's bread-winners are needed. Particularly in the case of women, one community may be a hopeless place to look for work while another may offer sound

opportunities. Untying the bonds that unite these people to their county taxpayers would offer hope of self-support to many households.

A definite program designed to make movement to employment possible and profitable would bring up the question of adding to public expense through:

- a. a "risk" fund to assure the family against the misfortunes common to migrants, and
- b. a plan of cooperation between the child welfare service, the State Administrator of Aid to Dependent Children, and other branches of the Social Security Department, to insure proper guidance and protection of the family until it has settled down. This is especially important for broken homes with children.

However, many dependent groups can improve their own lot by movement without aid, even though at present they are penalized by loss of relief if they leave the county of residence. So simple a change as allowing such groups to draw their dependent children's assistance in another county should encourage many to escape their present confinement to county borders and to find their own means of self-support.

Needless to say, the industrial development of the more fortunate counties is not helped by a practice that immobilizes destitute workers in communities without opportunities for them.

2. Retraining

The importance of rehabilitation in a program of aid to dependent children is evident when the possibilities of a retraining program for employable women are considered. For example, there are cases in which a training course of three to six months would result in permanent employment. This should free the individual household of its relief status, and save further expense to the taxpayers. The service of the present child welfare workers are available to arrange proper care of the children during the adventurous period of the mother's training and settling down to employment. Of course, it may well be some other member of the family, even a father who is now "disabled".

3. Legal Services

The legal advantages of a state-wide uniform plan of aid to dependent children are many, not the least important of which is the commanding position the state administrator can assume in his effort to locate deserting parents and to impose responsibility upon them. County barriers to legal action are of less consequence to a state-wide organization than to a county government. Also, easier and more efficient legal relationships would exist with other states. This advantage in pursuing delinquent bread-winners should reap benefits of special value to those homes that are broken because of the continued absence of a parent. Such parents frequently have

employment elsewhere. In the case of other persons responsible for care, their location would also be simpler, and collections more likely.

In short, deserting parents and responsible relatives could be located more easily, assessed the cost of child care, and more easily made to assume responsibility than could ever be the case under county administration. The State Social Security and Child Welfare staff is at present in a position to carry such issues to any part of the State, with good effect. In fact, in the case of old age assistance, the simpler procedure of denying assistance where responsible relatives are in a position to pay has been put into practice.

4. Medical Services

The medical services under a uniform Aid to Dependent Children plan would far exceed those available in the usual rural county. These services are now available in one sense, but are not easily arranged for under county control. The disabilities, physical and mental, of heads of broken homes, not always reported but nevertheless a vital factor in employment, would more adequately be brought to the attention of the institutions and agencies designed for their care. The State mental hospitals, the School for the Blind, the Tuberculosis Sanitorium, the private hospitals, and the private medical practitioners offer services which are available to the rural community, provided only that there is

systematic cooperation. But a person not informed exactly as to their services and methods cannot use them efficiently. The inadequacy of these services in the counties is due largely to the absence of people who know the needs of the relief population, from whom to seek service, and how to get it. State-wide organization partially meets this need. Of course, medical service will not be as effective as it could be until money is spent specifically to get people off relief by medical means, among others. At present nearly all relief money is for subsistence.

C. Child Welfare Service

Since the Child Welfare Service is relatively new in South Dakota, comments here necessarily are based on the experience of the workers since 1936. The program of relief undertaken in all the states during the depression years had resulted in a realization that the need of services to individual children extends far beyond merely keeping them alive. While private or public agencies existed in most urban areas and continued to give extra care and protection to those in special need, children in rural states such as South Dakota were generally without such service. But the same problems that arise in cities also exist in most rural communities. Without some public or private agency to render service near at hand, these problems may become acute and a considerable number of dependent children are exposed to the hazard of becoming delinquent. To overcome such misfortune that may befall a rural child, the Social Security Act included

as one of its provisions Title V, Part III, which is concerned with the provision of general child welfare services. Part 3 reads, in part, as follows:

"For the purpose of enabling the United States, through the Children's Bureau, to cooperate with State public-welfare agencies in establishing, extending, and strengthening, especially in predominantly rural areas, public-welfare services for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent, there is hereby authorized to be appropriated for each fiscal year, beginning with the fiscal year ending June 30, 1936, the sum of \$1,500,000. Such amount shall be allotted by the Secretary of Labor for use by cooperating State public-welfare agencies on the basis of plans developed jointly by the State agency and the Children's Bureau, to each State \$10,000 and the remainder to each State on the basis of such plans, not to exceed such part of the remainder as the rural population of such State bears to the total rural population of the United States. The amount so allotted shall be expended for payment of part of the cost of district, county, or other local child-welfare services in areas predominantly rural, and for developing State services for the encouragement and assistance of adequate methods of community child-welfare organization in areas predominantly rural and other areas of special need. The amount of any allotment to a State under this section for any fiscal year remaining unpaid to such State at the end of such fiscal year shall be available for payment to such State under this section until the end of the second succeeding fiscal year. No payment to a State under this section shall be made out of its allotment for any fiscal year until its allotment for the preceding fiscal year has been exhausted or has ceased to be available."

In addition to the grants from federal sources, The South Dakota Department of Social Security contributes to the child welfare services and maintains the Child Welfare Division as an established part of its work. The child welfare personnel are selected among South Dakotans, are able to combine outside

training with a South Dakota background, overcoming the old difficulty that South Dakota people had little training for social work, while imported workers failed to understand the community.

We now have thirteen regularly employed persons on the child welfare staff who are assigned to rural areas in the state. Twelve of these trained workers are attached to districts where they cooperate with relief agencies, county officials, state institutions, and private persons in the attempt to secure reasonable protection and training for the children. Of course, more of their time is spent on immediate crises than on long-time efforts to remedy basic conditions.

The addition of a trained probation worker to this staff and assigned to the South Dakota Training School as a Parole Officer is also a further encouraging step. The parole work thus carried on is commendable for it insures a better chance for the child as well as demonstrating to the local communities the responsibility each community must take in providing an opportunity for the child to succeed in overcoming unfortunate tendencies.

Expansion of the service seems to be indicated so as to make possible a closer relationship of child welfare workers and local social agencies. In this rural state, we have the problem of obtaining capable people to conduct our welfare programs so that with the existence of the thirteen trained, reasonably well-paid child welfare workers, the situation is somewhat alleviated. As yet, this service can rarely act to save the whole situation but

confines itself to rescuing the child.

The actual work such service can do in broken home problems is in addition to the job of the public assistance worker. Thus, this service tends to round out the relief picture and to give the broken homes the benefit of both economic and social assistance. Charges in the relief system during the depression have made Foster home placement must rely on assistance from trained workers. In this task, the Child Welfare Service has the important role of having its worker in contact with the prospective homes and with responsible local authorities. In addition, professional attention to homeless, dependent, and neglected children and to children in danger of becoming delinquent are concentrated in this state service and extended to every county.

CHAPTER VII

POSSIBLE SOLUTIONS

OF THE BROKEN HOME CHILDREN PROBLEM

A. The Problem

Changes in the relief pattern during the depression have presented the people with an opportunity to weigh the relative merits of various plans. The county judges have administered the Mothers' Pension law in South Dakota since the law was passed in 1913. Until the drought years, the judges carried on with the limited funds available without much comment even though the maximum one-half mill levy was rarely sufficient to provide adequate aid in most counties. As more and more supplementation became necessary, certain counties began the practice of cutting Mothers' Pension funds and supplying the larger amount of assistance to broken homes from the County Poor fund or through arranging to have the broken home assisted by one of the Federal emergency agencies as has been pointed out.

This created a new situation. The effect has been in many counties to remove the judge from his position as principal administrator and to pass the supervision of the broken home cases to county commissioners or to others, depending on the ability of the county to pay and/or on the attitude of the commissioners toward the judge's giving relief to broken homes. His prestige is lessened in other counties to the extent that he

can give only small stated sums and must send families elsewhere for additional or emergency aid. In consequence, for most counties the discretionary power with which the judge was supposed to fit treatment to cases has fallen largely to the commissioners.

In the meantime, the women themselves have taken a third, and entirely different direction. They have shown that they prefer work, as a class, to the widows' dole. They have willingly crowded the sewing rooms, and other projects of the WPA, and have shown that they consider employment to be the normal and reasonable lot of the broken home mother, sister, aunt, or even grandmother. In plain truth, American working-class and farm women, as a class, want to work. Whether they are supported in carrying out this desire by the county officials out of sympathy, or because of the desire to save county relief funds, is beside the point. The women, as a class, do not regard themselves as candidates for workless relief.

While this "election" was under way, with the women "voting" for work, Congress enacted the aid to dependent children law as a part of the Social Security Act. It is much the same as the pension plan except that it is uniformly administered according to accounting principles and is under the state governments. Considering the size of payments possible in South Dakota, it cannot satisfy women who prefer WPA.

B. Alternative Solutions

The problem resolves itself finally into the contrasts between three controversial plans, namely: (1) A work program

which will accept broken home heads on its rolls; (2) discretionary administration of Mothers' Aid funds by the county judge for the cases in each county; and (3) a uniform plan for aid to dependent children which would be effective on a statewide basis and be centrally administered.

1. Work Program

No one suggests that all heads of broken homes should be compelled to accept employment on work projects, but just as truly there are quite as many broken home households where the head, or some other person, does find a work program practicable at the time. The obvious fact is that some of these households include able-bodied responsible males who would be expected to work, in any case, and are suitable for the present work programs. But beyond that, women, mothers, or others, do find employment to be more desirable than staying home, perhaps in the majority of cases.

This arrangement is entirely sound for the family, in many cases, if a competent woman of maternal interests serves as home-maker. The issue is not "who works?", but "is there a good home?" Also, one-child broken homes, which are very common, are probably destructive to the child if the woman attending him is not reasonably well occupied, either by employment, or by the management of a fairly large household. Where there are two or three women and girls of responsible nature, the employment of one is hardly to be questioned. It

seems unreasonable to assign every woman who has only one child to the sole duty of caring for that child in her own home.

2. Administration of Mothers' Aid funds by county judge.

The Mothers' Aid laws of the states, passed within the last thirty years were based on the principle that mothers with dependent children should not be regarded as poor relief cases, but represent a definite responsibility on the part of the state to properly care for and support the mother and children. This thinking meant a departure from the stigma attached to poor relief and inaugurated a new era in aid to mothers, the form of aid being categorical assistance.

Mothers' Aid laws were ordinarily established at the county level. Weaknesses in this structure are becoming more noticeable as we weather depression years. In attempting to do his job well, the county judge is confronted with certain difficulties inherent in local control of a national social problem. The insufficient financial resources of many counties, residence requirements which close the door of opportunity to those women who might become self-supporting if allowed to change their residence, the permissive clause in most Mothers' Aid statutes which leaves the decision to the county as to whether or not Mothers' Aid may be extended, lack of local agreement on policy, and lack of the personnel resources which would allow the judge to carry on social

investigations of the Mothers' Aid situation and to maintain a file of case histories for his clients, all are handicaps. In short, the widening of the sphere of social interaction has made imperative a larger basis of administration for the proper conduct of remedial programs of social welfare.

3. Uniform Plan for Aid to Dependent Children dependent children

Aid to dependent children as conceived by the Social Security Board retains the accepted principle of the Mothers' Pension that this form of assistance should be classified as categorical, and not as general relief. Beyond that, it attempts to offset local inadequacies by specifying that the State should be the central administrative or supervisory agency. It is not a plan which insures intensive case work for broken homes, but has as its best recommendation the placing of aid to dependent children on a systematic state-wide basis. It is strictly an assistance plan providing relief, not remedies. It represents a studied effort to place definite financial responsibility for dependent children, and arrives at a method of determining the amount of assistance with fair consistency. Admittedly, the aid cannot be entirely adequate for the proper care and support of children.

C. Theory Versus Experiment

It seems that good reasons of public policy can be urged for each of the three alternative plans. At present none of them is

in systematic action, while examples of all three are mixed with county relief on an emergency basis. It is also to be noted that the program considered least desirable by the writer, work relief, is actually preferred by many people on relief and administrating of relief. The apparent disaster of insecurity to the dependent children at present may be compensated in the end. For whether or not it was so intended, social experiments with this problem are proceeding at an extraordinary frequency. If these experiences are used intelligently, a new program, better than any of the above, may be created.

While some concern is being shown upon the welfare of the children, there can hardly be any simple and final finding. In other words, there can be no definite statement of proof that one solution and only one is correct. But there is, in rather close focus, a picture of the situation showing in detail the important parts involved, from the provisions of law to the preferences of the heads of these "broken homes", and some idea of how one is affected by the others.

In conclusion, then, a few of the considerations that should be called to mind in the planning for these children are:

1. The prospects of self-support are variable.

Prospects of self-support vary greatly among these

children upon the lines that may be in effect, and upon social conditions. Hope for self-support ranges from those needing only a fair chance to those of practically hopeless inability.

CHAPTER VIII

CONCLUSIONS

The material of this thesis is an attempt to present a picture of relief of dependent children in a number of ways--as a statistical report of numbers, as reasons for loss of parental care and support, as policies and interrelationships of the various relief agencies, as differences of social philosophy, and, to a degree, as an estimate of what all this may mean in the lives of the children.

Out of all these materials, brought together in this thesis only because of their common bearing upon the welfare of the children, there can hardly come any simple and final finding. In other words, there can be no definite statement of proof that one solution and only one is correct. But there is, in rather close focus, a picture of the situation showing in detail the important parts involved, from the provisions of law to the preferences of the heads of these "broken homes", and some idea of how one is affected by the others.

In conclusion, then, a few of the considerations that should be called to mind in careful planning for these children are:

1. The prospects of self-support are variable.

Prospects of self-support vary greatly among these people, depending not only on climatic and business conditions but also upon the laws that may be in effect, and upon social case work. Hope for self-support ranges from those needing only a fair chance to those of practically hopeless inability.

A point to remember is that there is a permanent relief burden involved as well as an emergency relief burden. The former represents a constant need, while the latter shows prospect of a great change in the amount of relief money needed, season by season and year by year.

2. Loss of parental support is a real cause of dependence.

Although there is an able-bodied responsible male in the homes of over half of the children, there are very few in the most productive age groups. Thus, there is a genuine challenge to relieve the distress of widows and orphans, to assist in the provision of a good home for the children.

3. Instability in the responsibility for relief is destructive.

One fact seems to be apparent throughout this discussion --few of these broken home cases know for a season ahead of time whether they will have assistance, or from what source. With more liberal and more pleasant relief available from other sources at the moment, they have no real assurance that they will not soon be forced to rely on county grocery orders. Uncertainty disturbs these households in their efforts to plan for their own expenditures as well as in their efforts to become self-supporting.

4. Remedial efforts should make many of these people self-supporting.

Removable obstacles to self-support are found in many cases--unemployed men, restrictions against movement to

places of possible employment, lack of training, difficulties in compelling support by responsible relatives, and poor use of medical facilities. In a way, these obstacles are the things left undone which might have kept the family off relief. The county officials, or the relief agency, are much

The resources of these homes in man-power are impressive evidence, but so is the willingness of the women to accept employment, making arrangements for the care of the children that may well be satisfactory as a rule, especially in the two-women households. Against the impressiveness of this work-power is the fact that these people do have difficulties in self-support. Rather than lay these difficulties to hopeless inadequacy, it is reasonable to assume that remedies can be found in very many cases. That this is true in some cases is well known.

5. A unified State program would simplify remedial efforts.

A household that is assured of regular aid from a single, adequate source is more able to struggle toward self-support than one that is kept in anxiety over the ups and downs of relief getting. The other side of this is quite as important-- attempts by officials and social workers to remedy basic defects are more likely to meet with cooperation if the people know that their income has been settled for an indefinite period, except insofar as they themselves improve their own efficiency.

Organized remedial efforts based upon migration, retraining, legal action, and medical services should be simpler and more effective under a State plan. Attempts to follow such natural methods of reconstruction, whether by the people on relief, the county officials, or the relief agency, are much less difficult if a single State agency is responsible for the remediable cases, and has all the State's remedial resources working cooperatively.

6. Dole versus work is a real issue for these homes.

Not only are there able-bodied males in these homes who should be employed under any normal conception of family life, but many of the women feel that they themselves should work for wages. Between the one extreme instance, where undoubtedly no member of the household should work, and the other extreme instance where one or more certainly ought to work, there are a great number of debatable cases.

But the issue remains. Should the public provide only for subsistence, or should it pay the larger cost of work relief? The dole or pension has often been idealized as a way of keeping the mother at home. More recently it has become a question of economy in public finance, and by no means is the issue settled.

7. A State program might disappoint its advocates.

Hopes that a State program under the Federal Social Security Act would (1) increase the relief to dependent

children and (2) provide social work care, protection, and reconstruction, are largely unfounded. A State program may be, and in many states is, a simple accounting measure that provides a very small cash grant for the dependent children as its principal function. Such a system does not have to attempt any other task, and may be far from generous in its grants.

Undoubtedly, the State program would increase the effectiveness of the remedial efforts that are being made, whether by the officials or the families on relief. However, there would hardly be a drastic change for the better as a simple result of the proposed program.

The strongest reason for advocating the State plan is not the immediate improvements that it would accomplish, but the further issues of preventive and remedial action that State accounting of this relief burden would force people to face.

NOTE: For the tables on the following pages, these general comments should be remembered.

1. The tab **APPENDIX** Indian population apply to the twelve counties for which an appreciable number of Indian cases were reported.
2. White population of unorganized counties reported as follows:

Armstrong reported with Hughes

Washburn " " Jackson

Washington " " Pennington

Shannon - no white dependent children reported

NOTE: For the tables on the following pages, these general comments should be remembered.

1. The tables for Indian population apply to the twelve counties for which an appreciable number of Indian cases were reported.

2. White population of unorganized counties reported as follows:

Armstrong reported with Hughes

Washabaugh " " Jackson

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Shannon - no white dependent children reported

TABLE I. WHITE AND INDIAN HOUSEHOLDS AND DEPENDENT CHILDREN BY CAUSES OF LOSS OF SUPPORT IN THE COUNTIES OF SOUTH DAKOTA, 1937-1938. 58

County	Cause of Loss of Support by Parents													
	Total		Death		Cont. Absence		Mental Incapac.		Physical Incapac.		Institution- al care		Combi- nation	
	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.
Total	13098*	5772*	6829	2865	3424	1701	122	38	1315	455	703	256	697	452
Aurora	133	59	86	37	19	11	--	--	9	4	14	3	5	4
Beadle	386	176	227	101	111	53	--	--	30	14	11	4	7	4
Bennett	77	35	40	15	25	13	--	--	3	1	2	1	7	5
Bon Homme	121	60	62	30	36	18	--	--	17	8	2	1	4	3
Brookings	224	111	120	57	64	38	--	--	14	6	25	9	1	1
Brown	560	253	248	111	187	93	2	1	65	23	47	18	11	7
Brule	134	56	81	35	33	12	4	1	7	2	6	3	3	3
Buffalo	38	17	19	6	3	1	--	--	--	--	8	4	8	6
Butte	224	91	66	28	78	35	--	--	46	16	22	6	12	6
Campbell	137	55	80	27	16	10	9	1	23	10	4	2	5	5
Charles Mix	251	118	164	71	45	22	--	--	--	--	21	8	21	17
Clark	148	77	90	46	42	20	--	--	2	2	8	4	6	5
Clay	158	69	65	33	42	20	--	--	39	11	8	2	4	3
Codington	291	120	126	51	76	40	3	1	31	8	51	17	4	3
Corson	254	83	121	38	69	29	--	--	38	7	17	5	9	4
Custer	113	43	53	23	38	13	--	--	9	3	8	2	5	2
Davison	244	134	91	49	124	70	2	1	13	5	6	2	8	7
Day	262	97	193	67	27	12	--	--	16	6	18	6	8	6
Deuel	121	53	84	37	16	7	--	--	1	1	8	2	12	6
Dewey	335	135	110	52	75	37	--	--	135	37	8	3	9	6
Douglas	189	66	122	40	19	8	3	1	36	13	6	2	3	2
Edmunds	175	68	97	37	34	15	7	2	27	8	1	1	9	5
Fall River	144	64	72	26	63	32	--	--	6	4	1	1	2	1
Faulk	133	50	105	37	16	8	--	--	5	2	5	1	2	2
Grant	175	86	111	51	39	23	--	--	10	4	10	6	5	2
Gregory	206	84	133	51	19	13	3	1	25	8	17	5	9	6
Haakon	83	35	46	18	9	5	--	--	24	8	--	--	4	4
Hamlin	104	52	60	26	20	11	5	1	7	4	--	--	12	10
Hand	163	65	117	42	30	15	--	--	--	--	12	5	4	3
Hanson	106	42	69	26	15	5	4	1	13	5	5	5	--	--
Harding	59	26	39	15	17	8	--	--	1	1	1	1	1	1
Hughes	130	60	62	28	56	25	--	--	3	1	--	--	9	6
Hutchinson	229	96	122	54	33	14	2	1	49	18	17	6	6	3
Hyde	102	43	30	16	12	9	17	4	30	10	11	2	2	2
Jackson	76	35	31	14	13	5	2	1	18	8	1	1	11	6
Jerauld	125	65	79	41	23	11	--	--	16	9	4	2	3	2
Jones	47	21	20	9	7	5	--	--	6	2	10	2	4	3
Kingsbury	158	61	111	38	34	18	--	--	9	2	2	1	2	2
Lake	166	75	110	46	21	16	--	--	17	5	12	3	6	5
Lawrence	250	113	141	64	69	33	--	--	26	11	8	3	6	2
Lincoln	198	88	94	40	54	26	2	1	25	10	16	6	7	5
Lyman	112	43	62	25	26	10	9	2	7	1	--	--	8	5
McCook	142	68	60	27	52	24	--	--	4	2	8	3	18	12
McPherson	176	58	117	34	20	10	--	--	21	6	15	5	3	3
Marshall	201	105	118	59	49	21	2	2	7	4	1	1	24	18
Meade	202	83	114	44	60	28	--	--	15	5	6	1	7	5
Mellette	210	97	84	32	72	41	2	1	4	1	16	7	32	15
Miner	124	58	86	36	28	18	--	--	--	--	4	1	6	3
Minnehaha	1007	451	370	171	342	176	26	8	198	59	47	20	24	17
Moody	106	47	76	31	11	8	--	--	12	6	--	--	7	2
Pennington	352	151	183	74	120	55	--	--	14	6	10	5	25	11
Perkins	183	69	127	44	49	19	--	--	--	--	--	--	7	6
Potter	126	62	72	31	38	21	--	--	--	--	6	1	10	9
Roberts	339	167	165	79	102	54	--	--	34	12	12	5	26	17
Sanborn	118	56	83	37	24	12	--	--	--	--	4	2	7	5
Shannon	260	126	111	43	84	42	--	--	6	3	11	4	48	34
Spink	304	151	130	64	96	42	4	3	32	14	14	6	28	22
Stanley	60	31	16	7	15	9	5	1	8	4	11	5	5	5
Sully	57	24	22	12	12	5	--	--	--	--	12	3	11	4
Todd	366	155	144	55	139	61	--	--	5	1	8	3	70	35
Tripp	294	124	168	62	82	41	--	--	8	3	21	6	15	12
Turner	286	114	143	55	66	27	4	1	55	17	11	6	7	8
Union	208	95	144	62	41	25	--	--	3	1	16	5	4	2
Walworth	192	88	97	46	49	27	5	2	19	8	16	4	6	1
Washabaugh	43	25	28	12	13	11	--	--	--	--	--	--	2	2
Washington	115	50	56	21	27	14	--	--	8	2	6	2	18	11
Yankton	192*	102*	102	50	57	33	--	--	6	3	6	4	13	7
Ziebach	94	35	54	19	21	8	--	--	--	--	9	2	10	6

*Cause of loss of support undetermined for 8 children, 5 households.

TABLE II. WHITE HOUSEHOLDS AND DEPENDENT CHILDREN BY CAUSES OF LOSS OF SUPPORT IN THE COUNTIES OF SOUTH DAKOTA, 1937-1938.

County	Cause of Loss of Support by Parents													
	Total		Death		Cont. Absence		Mental Incapac.		Physical Incapac.		Institutional care		Combination	
	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.
Total	11756*	5164*	6501	2652	2981	1477	122	38	1206	425	647	236	491	331
Aurora	133	59	86	37	19	11	--	--	9	4	14	3	5	4
Beadle	386	176	227	101	111	53	--	--	30	14	11	4	7	4
Bennett	54	24	32	13	16	8	--	--	3	1	2	1	1	1
Bon Homme	121	60	62	30	36	18	--	--	17	8	2	1	4	3
Brookings	224	111	120	57	64	38	--	--	14	6	25	9	1	1
Brown	560	253	248	111	187	93	2	1	65	23	47	18	11	7
Brule	134	56	81	35	33	12	4	1	7	2	6	3	3	3
Buffalo	38	17	19	6	3	1	--	--	--	--	8	4	8	6
Butte	224	91	66	28	78	35	--	--	46	16	22	6	12	6
Campbell	137	55	80	27	16	10	9	1	23	10	4	2	5	5
Charles Mix	251	118	164	71	45	22	--	--	--	--	21	8	21	17
Clark	148	77	90	46	42	20	--	--	2	2	8	4	6	5
Clay	158	69	65	33	42	20	--	--	39	11	8	2	4	3
Codington	291	120	126	51	76	40	3	1	31	8	51	17	4	3
Corson	152	48	77	25	41	14	--	--	18	3	10	4	6	2
Custer	113	43	53	23	38	13	--	--	9	3	8	2	5	2
Davison	244	134	91	49	124	70	2	1	13	5	6	2	8	7
Day	243	87	192	66	21	9	--	--	15	5	10	4	5	3
Deuel	121	53	84	37	16	7	--	--	1	1	8	2	12	6
Dewey	171	63	58	27	26	11	--	--	80	22	4	2	3	1
Douglas	189	66	122	40	19	8	3	1	36	13	6	2	3	2
Edmunds	175	68	97	37	34	15	7	2	27	8	1	1	9	5
Fall River	144	64	72	26	63	32	--	--	6	4	1	1	2	1
Faulk	133	50	105	37	16	8	--	--	5	2	5	1	2	2
Grant	175	86	111	51	39	23	--	--	10	4	10	6	5	2
Gregory	206	84	133	51	19	13	3	1	25	8	17	5	9	6
Haakon	83	35	46	18	9	5	--	--	24	8	--	--	4	4
Hamlin	104	52	60	26	20	11	5	1	7	4	--	--	12	10
Hand	163	65	117	42	30	15	--	--	--	--	12	5	4	3
Hanson	106	42	69	26	15	5	4	1	13	5	5	5	1	1
Harding	59	26	39	15	17	8	--	--	1	1	1	1	1	1
Hughes	130	60	62	28	56	25	--	--	3	1	--	--	9	6
Hutchinson	229	96	122	54	33	14	2	1	49	18	17	6	6	3
Hyde	102	43	30	16	12	9	17	4	30	10	11	2	2	2
Jackson	76	35	31	14	13	5	2	1	18	8	1	1	11	6
Jerauld	125	65	79	41	23	11	--	--	16	9	4	2	3	2
Jones	47	21	20	9	7	5	--	--	6	2	10	2	4	3
Kingsbury	158	61	111	38	34	18	--	--	9	2	2	1	2	2
Lake	166	75	110	46	21	16	--	--	17	5	12	3	6	5
Lawrence	250	113	141	64	69	33	--	--	26	11	8	3	6	2
Lincoln	198	88	94	40	54	26	2	1	25	10	16	6	7	5
Lyman	112	43	62	25	26	10	9	2	7	1	--	--	8	5
McCook	142	68	60	27	52	24	--	--	4	2	8	3	18	12
McPherson	176	58	117	34	20	10	--	--	21	6	15	5	3	3
Marshall	175	92	107	54	39	16	2	2	7	4	1	1	19	15
Meade	202	83	114	44	60	28	--	--	15	5	6	1	7	5
Mellette	78	35	40	13	21	15	2	1	4	1	7	2	4	3
Miner	124	58	86	36	28	18	--	--	--	--	4	1	6	3
Minnehaha	1007	451	370	171	342	176	26	8	198	59	47	20	24	17
Moody	106	47	76	31	11	8	--	--	12	6	--	--	7	2
Pennington	352	151	183	74	120	55	--	--	14	6	10	5	25	11
Perkins	183	69	127	44	49	19	--	--	--	--	6	1	10	9
Potter	126	62	72	31	38	21	--	--	--	--	6	2	11	9
Roberts	234	117	140	65	59	33	--	--	18	8	6	2	7	5
Sanborn	118	56	83	37	24	12	--	--	--	--	4	2	28	28
Spink	304	151	130	64	96	42	4	3	32	14	14	6	5	5
Stanley	60	31	16	7	15	9	5	1	8	4	11	5	11	4
Sully	57	24	22	12	12	5	--	--	--	--	12	3	1	1
Todd	42	13	14	5	24	7	--	--	--	--	3	1	1	--
Tripp	294	124	168	62	82	41	--	--	8	3	21	6	15	11
Turner	286	114	143	55	66	27	4	1	55	17	11	6	7	4
Union	208	95	144	62	41	25	--	--	3	1	16	5	4	6
Walworth	192	88	97	46	49	27	5	2	19	8	16	4	4	13
Yankton	192*	102*	102	50	57	33	--	--	6	3	6	4	13	7
Ziebach	65	23	36	11	13	6	--	--	--	--	9	2	7	7

* Cause of loss of support undetermined for 8 children, 5 households.

County	Cause of Loss of Support by Parents													
	Total		Death		Cont. Absence		Mental Incapac.		Physical Incapac.		Institution- al care		Combi- nation	
	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.
Total	3916*	1644*	2683	1069	503	254	54	17	293	112	166	56	209	131
Aurora	71	31	44	21	9	4	--	--	1	1	14	3	3	2
Beadle	89	42	68	31	12	4	--	--	3	3	--	--	6	4
Bennett	28	11	20	7	3	2	--	--	3	1	2	1	--	--
Bon Homme	27	13	15	6	2	2	--	--	7	3	--	--	3	2
Brookings	58	26	43	18	6	3	--	--	8	4	1	1	--	--
Brown	116	53	107	48	7	4	--	--	--	--	--	--	2	1
Brule	66	28	42	19	15	5	4	1	--	--	4	2	1	1
Buffalo	33	15	15	5	3	1	--	--	--	--	8	4	7	5
Butte	75	29	37	13	13	7	--	--	8	4	10	2	7	3
Campbell	49	19	38	12	3	2	--	--	6	3	--	--	2	2
Charles Mix	132	67	98	43	15	11	--	--	--	--	3	1	16	12
Clark	72	40	47	26	17	9	--	--	2	2	5	2	1	1
Clay	42	19	19	10	12	5	--	--	5	3	6	1	--	--
Codington	47	20	36	14	9	5	--	--	--	--	--	--	2	1
Corson	58	19	39	13	1	1	--	--	6	1	6	2	6	2
Custer	51	19	19	10	22	6	--	--	--	--	5	1	5	2
Davison	24	14	18	10	3	2	2	1	--	--	--	--	1	--
Day	61	21	53	18	--	--	--	--	8	3	--	--	--	--
Deuel	52	21	45	18	4	2	--	--	--	--	2	1	1	--
Dewey	108	37	40	18	3	1	--	--	62	17	2	1	1	--
Douglas	97	30	64	20	3	1	3	1	21	6	5	1	1	1
Edmunds	43	22	23	13	9	4	7	2	1	1	--	--	3	2
Fall River	31	9	20	5	11	4	--	--	--	--	--	--	--	--
Faulk	77	27	60	22	8	2	--	--	3	1	5	1	1	1
Grant	59	30	45	21	12	7	--	--	1	1	6	1	4	2
Gregory	106	37	77	28	5	3	3	1	11	2	6	1	3	3
Haakon	44	17	21	8	2	1	--	--	18	5	--	--	5	4
Hamlin	51	23	30	13	10	4	5	1	1	1	4	1	1	1
Hand	86	32	72	24	9	6	--	--	5	3	3	3	--	--
Hanson	49	20	38	13	3	1	--	--	1	1	--	--	--	--
Harding	28	10	24	8	3	1	--	--	1	1	--	--	--	--
Hughes	31	11	22	8	9	3	--	--	--	--	--	--	--	--
Hutchinson	66	27	25	13	2	1	--	--	28	9	9	3	2	1
Hyde	40	15	9	4	6	5	9	2	8	3	8	1	4	1
Jackson	28	14	16	8	--	--	2	1	5	3	1	1	3	2
Jerauld	63	34	43	23	9	5	--	--	7	3	1	1	2	1
Jones	22	9	12	4	2	2	--	--	6	2	--	--	--	--
Kingsbury	63	19	58	15	3	3	--	--	--	--	2	1	--	--
Lake	49	19	36	13	4	2	--	--	6	2	2	1	1	1
Lawrence	27	10	20	7	--	--	--	--	5	2	--	--	2	1
Lincoln	48	20	31	11	9	5	--	--	7	3	--	--	1	1
Lyman	54	20	36	15	8	3	9	2	--	--	--	--	1	--
McCook	44	19	30	11	2	2	--	--	4	2	2	1	6	3
McPherson	90	27	79	21	5	2	--	--	--	--	4	2	2	2
Marshall	63	36	47	23	8	5	1	1	--	--	--	--	7	7
Meade	104	41	78	30	16	7	--	--	2	1	6	1	2	2
Mellette	32	18	14	6	11	9	2	1	--	--	3	1	2	1
Miner	53	22	44	16	6	4	--	--	--	--	--	--	3	2
Minnehaha	56	27	44	20	4	2	1	1	3	1	1	1	3	1
Moody	50	19	40	16	--	--	--	--	7	2	--	--	--	6
Pennington	86	34	58	22	15	6	--	--	--	--	--	--	5	4
Perkins	102	35	92	28	5	3	--	--	--	--	--	--	5	4
Potter	29	16	20	10	4	2	--	--	--	--	3	1	6	5
Roberts	64	31	44	20	11	5	--	--	--	--	--	--	4	3
Sanborn	77	35	55	25	15	6	--	--	--	--	3	1	8	7
Spink	111	57	66	31	31	16	--	--	6	3	--	--	4	4
Stanley	29	18	8	5	10	5	--	--	6	3	1	1	4	4
Sully	39	16	17	9	5	2	--	--	--	--	6	1	11	4
Todd	18	6	8	3	7	2	--	--	--	--	3	1	--	--
Tripp	136	56	98	33	28	17	--	--	3	2	--	--	7	4
Turner	70	28	53	18	6	3	4	1	3	2	2	2	2	2
Union	68	31	51	24	7	4	--	--	--	--	9	2	1	1
Walworth	53	22	42	17	2	2	2	1	1	1	--	--	6	1
Yankton	73*	35*	43	17	10	7	--	--	5	2	2	2	5	2
Ziebach	48	16	27	8	9	4	--	--	--	--	6	1	6	3

* Cause of loss of support undetermined for 8 children, 5 households.

TABLE IIIB. WHITE HOUSEHOLDS AND DEPENDENT CHILDREN BY CAUSES OF LOSS OF SUPPORT IN THE COUNTIES OF SOUTH DAKOTA, 1937-1938. (URBAN)

County	Cause of Loss of Support by Parents													
	Total		Death		Cont. Absence		Mental Incapac.		Physical Incapac.		Institution- al care		Combi- nation	
	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.	Chil- dren	H.H.
Total	7840	3520	3618	1583	2478	1223	68	21	913	313	481	180	282	200
Aurora	62	28	42	16	10	7	--	--	8	3	--	--	2	2
Beadle	297	134	159	70	99	49	--	--	27	11	11	4	1	--
Bennett	26	13	12	6	13	6	--	--	--	--	--	--	1	1
Bon Homme	94	47	47	24	34	16	--	--	10	5	2	1	1	1
Brookings	166	85	77	39	58	35	--	--	6	2	24	8	1	1
Brown	444	200	141	63	180	89	2	1	65	23	47	18	9	6
Brule	68	28	39	16	18	7	--	--	7	2	2	1	2	2
Buffalo	5	2	4	1	--	--	--	--	--	--	--	--	1	1
Butte	149	62	29	15	65	28	--	--	38	12	12	4	5	3
Campbell	88	36	42	15	13	8	9	1	17	7	4	2	3	3
Charles Mix	119	51	66	28	30	11	--	--	--	--	18	7	5	5
Clark	76	37	43	20	25	11	--	--	--	--	3	2	5	4
Clay	116	50	46	23	30	15	--	--	34	8	2	1	4	3
Codington	244	100	90	37	67	35	3	1	31	8	51	17	2	2
Corson	94	29	38	12	40	13	--	--	12	2	4	2	--	--
Custer	62	24	34	13	16	7	--	--	9	3	3	1	7	6
Davison	220	120	73	39	121	68	--	--	13	5	6	2	5	3
Day	182	66	139	48	21	9	--	--	7	2	10	4	11	6
Deuel	69	32	39	19	12	5	--	--	1	1	6	1	11	6
Dewey	63	26	18	9	23	10	--	--	18	5	2	1	2	1
Douglas	92	36	58	20	16	7	--	--	15	7	1	1	2	1
Edmunds	132	46	74	24	25	11	--	--	26	7	1	1	6	3
Fall River	113	55	52	21	52	28	--	--	6	4	1	1	2	1
Faulk	56	23	45	15	8	6	--	--	2	1	--	--	1	1
Grant	116	56	66	30	27	16	--	--	9	3	9	5	5	2
Gregory	100	47	56	23	14	10	--	--	14	6	11	4	5	4
Haakon	39	18	25	10	7	4	--	--	6	3	--	--	1	1
Hamlin	53	29	30	13	10	7	--	--	6	3	--	--	7	6
Hand	77	33	45	18	21	9	--	--	--	--	8	4	3	2
Hanson	57	22	31	13	12	4	4	1	8	2	2	2	--	--
Harding	31	16	15	7	14	7	--	--	--	--	1	1	1	1
Hughes	99	49	40	20	47	22	--	--	3	1	--	--	9	6
Hutchinson	163	69	97	41	31	13	2	1	21	9	8	3	4	2
Hyde	62	28	21	12	6	4	8	2	22	7	3	1	2	2
Jackson	48	21	15	6	13	5	--	--	13	5	--	--	7	5
Jerauld	62	31	36	18	14	6	--	--	9	6	3	1	--	--
Jones	25	12	8	5	5	3	--	--	--	--	10	2	2	2
Kingsbury	95	42	53	23	31	15	--	--	9	2	--	--	2	2
Lake	117	56	74	33	17	14	--	--	11	3	10	2	5	4
Lawrence	223	103	121	57	69	33	--	--	21	9	8	3	4	1
Lincoln	150	68	63	29	45	21	2	1	18	7	16	6	6	4
Lyman	58	23	26	10	18	7	--	--	7	1	--	--	7	5
McCook	98	49	30	16	50	22	--	--	--	--	6	2	12	9
McPherson	86	31	38	13	15	8	--	--	21	6	11	3	1	1
Marshall	112	56	60	31	31	11	1	1	7	4	1	1	12	8
Meade	98	42	36	14	44	21	--	--	13	4	--	--	5	3
Mellette	46	17	26	7	10	6	--	--	4	1	4	1	2	2
Miner	71	36	42	20	22	14	--	--	--	--	4	1	3	1
Minnehaha	951	424	326	151	338	174	25	7	195	58	46	19	21	15
Moody	56	28	36	15	11	8	--	--	5	4	--	--	4	1
Pennington	266	117	125	52	105	49	--	--	14	6	10	5	12	5
Perkins	81	34	35	16	44	16	--	--	--	--	--	--	2	2
Potter	97	46	52	21	34	19	--	--	--	--	6	1	5	5
Roberts	170	86	96	45	48	28	--	--	18	8	3	1	5	4
Sanborn	41	21	28	12	9	6	--	--	--	--	1	1	3	2
Spink	193	94	64	33	65	26	4	3	26	11	14	6	20	15
Stanley	31	13	8	2	5	4	5	1	2	1	10	4	1	1
Sully	18	8	5	3	7	3	--	--	--	--	6	2	--	--
Todd	24	7	6	2	17	5	--	--	--	--	--	--	1	--
Tripp	158	68	70	29	54	24	--	--	5	1	21	6	8	8
Turner	216	86	90	37	60	24	--	--	52	15	9	4	5	6
Union	140	64	93	38	34	21	--	--	3	1	7	3	3	1
Walworth	139	66	55	29	47	25	3	1	18	7	16	4	--	--
Yankton	119	67	59	33	47	26	--	--	1	1	4	2	8	5
Ziebach	17	7	9	3	4	2	--	--	--	--	3	1	1	1

TABLE IV.

INDIAN HOUSEHOLDS AND DEPENDENT CHILDREN BY CAUSES OF LOSS OF SUPPORT IN THE
COUNTIES OF SOUTH DAKOTA, 1937-1938.

	Cause of Loss of Support by Parents												
	Total		Continued Absence		Mental Incapacity		Physical Incapacity		Institutional Care		Combination		
			Chil- dren	House- holds	Chil- dren	House- holds	Chil- dren	House- holds	Chil- dren	House- holds	Chil- dren	House- holds	Chil- dren
Total	1,342	608	528	213	443	224	--	109	30	56	20	206	121
Bennett	23	11	8	2	9	5	--	--	4	--	--	6	4
Corson	102	35	44	13	28	15	--	20	4	7	1	3	2
Day	19	10	1	1	6	3	--	1	1	8	2	3	3
Dewey	164	72	52	25	49	26	--	53	15	4	1	6	5
Marshall	26	13	11	5	10	5	--	--	--	--	--	5	3
Mellette	132	62	44	19	51	26	--	--	--	9	5	28	12
Roberts	105	50	25	14	43	21	--	16	4	6	3	15	8
Shannon	260	126	111	43	84	43	--	6	3	11	4	48	34
Todd	324	142	130	50	115	54	--	5	1	5	2	69	35
Washabaugh	43	25	28	12	13	11	--	--	--	--	--	2	2
Washington	115	50	56	21	27	14	--	8	2	6	2	18	11
Ziebach	29	12	18	8	8	2	--	--	--	--	--	3	2

TABLE IV.B. INDIAN HOUSEHOLDS AND DEPENDENT CHILDREN BY CAUSES OF LOSS OF SUPPORT IN THE COUNTIES OF SOUTH DAKOTA, 1927-1928. (URBAN)

County	Cause of Loss of Support by Parents										
	Total		Continued Absence		Mental Incapacity		Physical Incapacity		Institutional Care		Combination
	House- dren holds	Chil- dren holds	House- dren holds	Chil- dren holds	House- dren holds	Chil- dren holds	House- dren holds	Chil- dren holds	House- dren holds	Chil- dren holds	
Total	383	171	52	157	78	18	5	18	8	43	58
Bennett	2	1								2	1
Corson	25	10	4	11	5					1	1
Dey	2	1	1	6	3				2		
Dewey	12	6	1	2	1	4	1			1	1
Marshall	2	1									
Mellette	32	14	6	10	4					5	3
Roberts	24	10	3	15	5	4	1			1	1
Shannon	112	50	12	49	23	5	2	9	3	12	10
Todd	159	71	24	57	32	5	1	2	1	24	13
Washabaugh	2	2		2	2						
Washington	3	2		3	2						
Ziebach	8	3	2	2	1						

TABLE V. DEPENDENT CHILDREN LIVING IN SELECTED TYPES OF BROKEN HOMES BY RESIDENCE AND RACE, SOUTH DAKOTA, 1937-1938.

Residence and Race	Selected causes of child's loss of support by parent					
	All Causes		Death		Continued Absence	
	Number	Per Cent	Number	Per Cent	Number	Per Cent
Total	13,098	100.0	6,829	100.0	3,424	100.0
Rural	4,875	37.2	3,064	44.9	789	23.0
Urban	8,223	62.8	3,765	55.1	2,635	77.0
White	11,756	100.0	6,301	100.0	2,981	100.0
Rural	3,916	33.3	2,683	42.6	503	16.9
Urban	7,840	66.7	3,618	57.4	2,478	83.1
Indian	1,342	100.0	528	100.0	443	100.0
Rural	959	71.5	381	72.2	286	64.6
Urban	383	28.5	147	27.8	157	35.4

TABLE VI. ABLE-BODIED RESPONSIBLE MALES IN BROKEN HOMES BY COUNTIES AND RESIDENCE, SOUTH DAKOTA, 1937-1938. (TOTAL) 66

County	Residence					
	Total		Rural		Urban	
	House-holds	Dependent Children	House-holds	Dependent Children	House-holds	Dependent Children
Total	3,024	7,053	1,444	3,451	1,580	3,622
Aurora	29	65	21	47	8	18
Beadle	81	196	32	69	49	127
Bennett	15	36	12	30	3	6
Bon Homme	31	59	7	16	24	43
Brookings	62	130	21	46	41	84
Brown	130	301	48	108	82	193
Brule	37	86	22	50	15	36
Buffalo	4	10	4	10	--	--
Butte	40	103	13	33	27	70
Campbell	33	81	17	41	16	40
Charles Mix	74	156	52	107	22	49
Clark	43	73	28	47	15	26
Clay	37	90	12	28	25	62
Codington	50	114	17	41	33	73
Corson	40	124	27	89	13	35
Custer	22	65	12	32	10	33
Davison	42	75	9	14	33	61
Day	62	173	25	64	37	109
Deuel	30	65	15	33	15	32
Dewey	58	148	50	132	8	16
Douglas	36	117	23	80	13	37
Edmunds	42	115	15	31	27	84
Fall River	30	71	5	17	25	54
Faulk	35	95	22	66	13	29
Grant	49	92	24	46	25	46
Gregory	48	114	26	73	22	41
Haakon	25	55	13	27	12	28
Hamlin	37	69	19	38	18	31
Hand	40	114	24	74	16	40
Hanson	29	81	15	43	14	38
Harding	19	44	10	28	9	16
Hughes	26	55	5	13	21	42
Hutchinson	50	128	18	46	32	82
Hyde	25	62	8	21	17	41
Jackson	22	50	12	24	10	26
Jerauld	45	88	30	53	15	35
Jones	11	24	6	15	5	9
Kingsbury	33	94	18	62	15	32
Lake	36	84	12	30	24	54
Lawrence	32	78	5	13	27	65
Lincoln	42	98	11	35	31	63
Lyman	19	50	11	27	8	23
McCook	38	77	12	30	26	47
McPherson	31	107	23	81	8	26
Marshall	60	104	31	58	29	46
Meade	46	107	27	67	19	40
Mellette	51	104	39	78	12	26
Miner	30	71	18	45	12	26
Minnehaha	202	498	19	43	183	455
Moody	22	56	10	28	12	28
Pennington	57	134	20	43	37	91
Perkins	32	93	24	77	8	16

TABLE VI.A. ABLE-BODIED RESPONSIBLE MALES IN BROKEN HOMES BY COUNTIES AND RESIDENCE, SOUTH DAKOTA, 1937-1938. (WHITE) 67

County	Residence					
	Total		Rural		Urban	
	House-holds	Dependent Children	House-holds	Dependent Children	House-holds	Dependent Children
Total	2,691	6,314	1,183	2,854	1,508	3,460
Aurora	29	65	21	47	8	18
Beadle	81	196	32	69	49	127
Bennett	8	21	6	17	2	4
Bon Homme	31	59	7	16	24	43
Brookings	62	130	21	46	41	84
Brown	130	301	48	108	82	193
Brule	37	86	22	50	15	36
Buffalo	4	10	4	10	--	--
Butte	40	103	13	33	27	70
Campbell	33	81	17	41	16	40
Charles Mix	74	156	52	107	22	49
Clark	43	73	28	47	15	26
Clay	37	90	12	28	25	62
Codington	50	114	17	41	33	73
Corson	27	77	17	50	10	27
Custer	22	65	12	32	10	33
Davison	42	75	9	14	33	61
Day	55	162	19	55	36	107
Deuel	30	65	15	33	15	32
Dewey	33	86	25	70	8	16
Douglas	36	117	23	80	13	37
Edmunds	42	115	15	31	27	84
Fall River	30	71	5	17	25	54
Faulk	35	95	22	66	13	29
Grant	49	92	24	46	25	46
Gregory	48	114	26	73	22	41
Haakon	25	55	13	27	12	28
Hamlin	37	69	19	38	18	31
Hand	40	114	24	74	16	40
Hanson	29	81	15	43	14	38
Harding	19	44	10	28	9	16
Hughes	26	55	5	13	21	42
Hutchinson	50	128	18	46	32	82
Hyde	25	62	8	21	17	41
Jackson	22	50	12	24	10	26
Jerauld	45	88	30	53	15	35
Jones	11	24	6	15	5	9
Kingsbury	33	94	18	62	15	32
Lake	36	84	12	30	24	54
Lawrence	32	78	5	13	27	65
Lincoln	42	98	11	35	31	63
Lyman	19	50	11	27	8	23
McCook	38	77	12	30	26	47
McPherson	31	107	23	81	8	26
Marshall	52	89	23	43	29	46
Meade	46	107	27	67	19	40
Mellette	23	45	16	27	7	18
Miner	30	71	18	45	12	26
Minnehaha	202	498	19	43	183	455
Moody	22	56	10	28	12	28
Pennington	57	134	20	43	37	91

1. Annual Reports, Department of Finance, Pierre, South Dakota: 1935, 1936, 1937, 1938.

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TABLE VI.B. ABLE-BODIED RESPONSIBLE MALES IN BROKEN HOMES BY COUNTIES AND RESIDENCE, SOUTH DAKOTA, 1937-1938. (INDIAN)

County	Residence					
	Total		Rural		Urban	
	House-holds	Dependent Children	House-holds	Dependent Children	House-holds	Dependent Children
Total	333	739	261	537	72	162
Bennett	7	15	6	13	1	2
Corson	13	47	10	39	3	8
Day	7	11	6	9	1	2
Dewey	25	62	25	62	--	--
Marshall	8	15	8	15	--	--
Mellette	28	59	23	51	5	8
Roberts	22	35	19	31	3	4
Shannon	87	175	61	119	26	56
Todd	84	208	51	126	33	82
Washabaugh	13	27	13	27	--	--
Washington	33	74	33	74	--	--
Ziebach	6	11	6	11	--	--

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