

A STUDY OF
THE ADMINISTRATION OF MOTHERS' AID IN KANSAS.

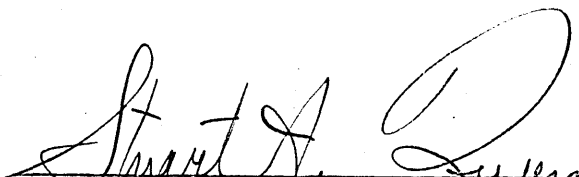
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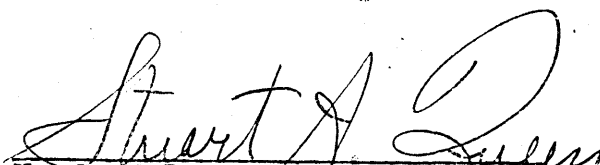
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A.B. University of
Kansas 1919

Submitted to the Department of Sociology
and the Faculty of the Graduate School
of the University of Kansas in partial
fulfillment of the requirements for the
degree of Master of Arts.

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ACKNOWLEDGEMENTS

The writer wishes to express her sincere appreciation of the cooperation of Dr. F. B. Sherbon of the Kansas Bureau of Child Research, to Dr. Stuart A. Queen of the University of Kansas, to Mrs. T. D. Alden of Topeka, and to the State Board of Administration.

MARGINS.

It isn't so much a matter of brains and that sort of thing, as it is a matter of margins. When trouble comes your way or mine there's a broad margin between us and the jumping off place.----- We are a number of steps from the brink. Not so with the families known to the case worker. Their margins are pitifully narrow; their life margin, their margin of health, their job margin, their home margin and perhaps their margin of resources are all tragically slim.

--Clare Tousley.
The Family, Nov. 1925

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Part I.THE MOTHERS' AID MOVEMENT IN BRIEF.

In the sixteen years since the passage of the first Mothers' Aid law, 42 states, the District of Columbia, Alaska and Hawaii have adopted laws providing for aid to mothers with dependent children through public funds. Only New Mexico, Mississippi, Alabama, Georgia, South Carolina and Kentucky have failed to make some specific provision for public aid to mothers.

These laws are referred to variously as Mothers' Aid, Mothers' Pensions, Aid-to-Mothers, Mothers' Assistance, etc. In the Kansas statutes the law is indexed as "Mothers' Pension" but the grants are referred to in many counties as Mothers' Aid.

To the Conference on the Care of Dependent Children called by President Roosevelt in 1909 is accorded the distinction of ^{being} the first attempt to centralize and crystallize the growing idea that the proper place for a child is his own home. This Conference went on record as follows: "Home life is the highest and finest product of civilization. It is the great molding force of mind and character. Children should not be deprived of it except for urgent and compelling reasons. Children of parents of worthy character, suffering from temporary misfortune, and children of reasonably efficient and

deserving mothers who are without the support of the normal breadwinner, should, as a rule, be kept with their parents, such aid being given as may be necessary to maintain suitable homes for the rearing of the children." (1)

The first Mothers' Pension law was drafted early in 1911 in Jackson County, Missouri (Kansas City) and applied only to that county. But in the same year the Missouri legislature gave St. Louis authority to establish a Board of Children's Guardians which had control over the giving of aid to children in their own homes.

Illinois passed the first state-wide law in 1911. It is interesting to note that the first laws were drafted by juvenile court judges; Judge E.E. Porterfield of Kansas City and Judge Merritt W. Pinckney of Chicago. (In 14 states administration of the law is left with courts having juvenile jurisdiction.) Colorado adopted its mothers' compensation act in 1912. In 1913, twenty-seven legislatures (among them Kansas) out of the forty-two in session, had before them bills providing for public aid to dependent children in their own homes.

High ideals were expressed and admirable policies outlined in this wave of enthusiastic planning for the state

(1) Proceedings of the Conference on the Care of Dependent Children held at Washington, D.C., Jan. 1909. Sixtieth Congress, second session. Senate Document No. 721. Washington 1909.

care of dependent mothers. Judge Pickney, in talking to the National Conference of Social Work in 1912, said: "We seek to supplement the family income with sufficient public funds to meet family needs, whenever such income is earned without neglect of home and children or the sacrifice of health and strength. The spirit of self-sacrifice must not be broken down nor should the effort to accomplish partial self-support be discouraged.---There can be no rigid and inflexible standard fixed. The circumstances, conditions, needs and resources of every family will, of necessity, differ and must be ascertained by patient and discriminating observation and inquiry."

At about the same time the ideal was expressed that the mother must not be regarded as a "dependent", but as an independent citizen kept from self-support only by the presence of future generations at her knees, and requiring, in order that as she fulfills her indirect civic duty to the state, the means of support for them and only incidentally for herself. Her true position is determined not by her poverty but by her duty; for her stipend stops when her duty has reached fulfillment, when the future citizens in her charge are at an age of entrance into the self-supporting world." (1)

(1). Hurd, Wm. The Moral Necessity of State Funds to Mothers. Survey 29:769.

This same idea was set forth only recently by the commission administering Mothers' Pensions in Ontario, Canada: "The members of the commission do not wish applicants to be considered as applying for charity; rather, the mother, when in receipt of an allowance, is to be regarded as an employee of the Ontario Government receiving remuneration for services rendered in the proper care of her children. The mother, as an employee of the government, must not only satisfy the commission of her fitness to receive an allowance at the time of her application, but she must satisfy them that she is fulfilling the trust which is being placed in her, and cooperation with the official visitors and local boards is necessary toward this end. Satisfactory reports of the health and general welfare of the children must be received if the allowance is to be continued." (1)

The Massachusetts Mothers Aid Department states the policy that the former standard of living of a family, as well as the standards of self-supporting families in the neighborhood should be considered in determining the amount of aid necessary. (Massachusetts is one of the states not specifying or limiting the amount to be granted.)

(1) Monthly Labor Review, February 1925.
Mothers Pensions in Ontario.

There is little uniformity in the various state Mothers' Pension laws. While the prime purpose underlying all the laws is to keep the home from being broken up from poverty alone, when the father of the family is removed by death, disability, or other cause, yet in context the laws vary rather widely in the different states as to:

- 1st. Persons to whom aid may be given.
- 2nd. Conditions on which aid is given;
 - Degree of poverty, home conditions, residence and citizenship, age of child.
- 3rd. Administration;
 - Agency granting aid, state supervision, source of funds.

Most of the states allow aid to mothers whose husbands are dead, deserted, divorced, imprisoned, or in a state institution, but a few states still limit their grants to widows in fact. Some require residence in state and county for a certain length of time; others have property specifications. The maximum age of children to be thus assisted varies from 14 to 17 years but most of the states set 16 years as the age limit.

The amount of aid permitted to any one family also varies in different states. Six states (Arizona, Colorado, Maine, Massachusetts, New York and Rhode Island) do not specify the amount to be granted but leave that to be fixed by the administrative agency. The maximum amounts which may be allowed for a mother and three children, according to a compilation made by the Children's Bureau, are: (1)

(1) Lundberg, Emma O. Public Aid to Mothers with Dependent Children. U.S. Dept. of Labor, Chil. Bureau Pub. No. 162

Maximum, \$50-\$70 a month: 8 states - California, Connecticut, Indiana, Michigan, Minnesota, Nevada, Ohio, Kansas.

Maximum, \$40-\$49 a month: 7 states - Florida, North Dakota, South Dakota, Pennsylvania, Utah, West Virginia, Wyoming.

Maximum, \$30-\$39 a month: 10 states - Illinois, Iowa, Louisiana, Missouri, Montana, Nebraska, North Carolina, Oregon, Tennessee, Wisconsin.

Maximum, \$20-\$29 a month: 10 states - Arkansas, Delaware, Idaho, Maryland, New Hampshire, New Jersey, Oklahoma, Texas, Vermont, Washington.

Eleven states provide for a maximum limitation, regardless of size of family, ranging from \$40 to \$60 a month - Kansas, Louisiana, Maryland, Missouri, Montana, Nebraska, Nevada, North Carolina, Oregon, Utah, and West Virginia.

Kansas is listed as one of the twelve states placing administration of its Mothers' Pension law in the hands of "officials granting poor relief." Sixteen states provide for state supervision, but Kansas is not among this number.

State Supervision and State Aid.

Although the earlier discussions were upon the question of whether state or private agencies were best fitted to give relief to dependent children in their own homes, the movement spread so rapidly and was so generally accepted as a problem of public aid that questions of administration soon came to be uppermost.

State supervision recommends itself as a logical aid to the solution of the administration problem. It was suggested as long ago as 1921 that "the necessity for state

supervision will doubtless ultimately be as universally recognized as is that for state supervisor of public instruction." (1) However, as stated before, only 16 states have, as yet, provided for such supervision.

"There must be an earnest and concerted effort toward the establishment of such norms of operation and administration as shall make of the system of state aid to mothers not merely a plan for the giving of relief or haphazard maintenance but one which shall recognize it as the legitimate and logical deterrent to the delinquency or dependency which are the inevitable accompaniment of the broken home and the home maintained at a level of poverty which carried with it the hazards of undernourishment and neglect. To attain this level-----1st. state supervision or control; 2nd. organized local administration; 3rd. adequacy of income; 4th. generous legal requirements; and 5th. a method of research and statistical compilation that shall strike at the fundamental causes of dependency and shall be the guide posts for advanced legislation."

The general opinion of those best informed on the subject is, however, that state supervision to be effective must be accompanied by state aid. Miss Lundberg states:

(1) Mothers Pensions - National Conf. of Social Work 1921
Amy Steinhart, Chief Children's Agent, California State Board of Control.

" A study of the situation in states providing for some form of effective supervision or authority by a central state body, as compared with results where each locality acts as an independent unit, proves the desirability of having some authority vested in the state, either educational or advisory in scope, or having power to control the situation more concretely. The leverage value of state subsidy appears to have been appreciable, both as an incentive to local effort and because of the control of standards of relief made possible. This form of encouragement is undoubtedly of greater importance in rural sections than in large cities, where standards of social work are well recognized." (1)

Reasons for state aid are given by Joel D. Hunter, of the Chicago United Charities, as follows: "State aid - 1st. Makes state supervision more acceptable to local authorities, 2nd. Makes state supervision more effective. When a considerable amount of the state's funds are involved, the state officials will be more inclined to select intelligent and experienced administrators of the law than they would otherwise and these same will be more careful in their investigations and more thorough in their reports when they know that state aid to county funds depends upon them and their reports. 3rd. State aid with state supervision will provide adequate

(1). The Present Status of Mothers' Pensions Administration.

Emma O. Lundberg.

Proceedings of National Conference of Social Work, 1921.

relief in many counties where such relief is not being given." (1)

It has been said that -"For a social worker to try to supervise the rehabilitation of a family receiving an inadequate allowance is synonymous with an attempt to adjust the hair spring of a watch with a crowbar. The child is vitally affected and citizenship values are at stake." (2)

How Mothers' Aid is Administered in Some States.

Pennsylvania offers a good example of state supervision and state aid with the following plan: The administration of the Mothers' Assistance Fund within the counties is in the hands of boards of trustees, 7 women in each county, appointed by the Governor subject, however, to rules adopted and issued by the state supervisor. The law provides that the Governor shall appoint as state supervisor a woman who is qualified by training and experience. The state appropriation to the several counties is dependent upon the county accepting the provisions of the law and providing a sum equal to the amount available from the state.

Massachusetts also provides state aid but places responsibility for administering such aid on the local overseer of the poor (now curiously called "overseer of public welfare".) He is required by law to keep records not only of the first investigation but also to follow up with

(1) Mothers Pensions - Problems of Administration.
Joel D. Hunter. Proceedings of Natl. Conf. of Social Work, 1921 p. 234

(2) A.P. Paget, Sec. Manitoba Mothers' Aid Commission.
The Care of Children in Their Own Homes.

records of the required quarterly visits. No requirement as to citizenship is made, the only residence requirement being that of three years in the state. The law provides "The aid furnished shall be sufficient to enable the mother to bring up the children properly in her own home."

The procedure of administering Mothers Pensions in Wayne County, Michigan, as quoted from the Chief Probation Officer, Mothers' Pension Department, is as follows:

"A woman to be eligible must have been a resident of Wayne County one year and of the state for two years. She must be a dependent to this extent - in the state of Michigan she is allowed a \$1500 homestead right- in Detroit, because of local conditions, this allowance is increased to \$3000, and in some cases we have granted pensions where the woman's equity was even larger. It is not necessary that the woman be occupying this residence as her home, if she is renting it for a sum sufficient to cover the item of her rent.

She must be a widow or a deserted mother, deserted two years and the desertion must have been complete, divorced with insufficient alimony, or the wife of a man confined by commitment to a State Institution for the Insane.

The procedure is this: -The woman must apply in person at this office except where she is an invalid, absolutely unable to come to the Court, in which case we send a Notary to her home. At the time that her application is made she is given a form which covers her expenses for two weeks, itemized in

accordance with the main divisions of the Visiting Housekeepers' Budget. She is asked to keep this for two weeks and when our visitor calls this material is used as the woman's estimate of her expenses. We compare it with the Visiting Housekeeper's Budget and effect a compromise, which is used as a basis for granting the pension.

The investigation comprehends the examination of the records of all agencies registered on the case, a visit to the woman, a visit to relatives, verification of insurance and property rights of the woman and school reports for the children.

When the Pension is granted the woman is given a card showing the amounts allowed for each item, the income, which according to her own testimony, we know she has, and she is required to report regularly as to how well she is keeping within the budget. If she is buying a house on contract she must bring the contract with her at least once in six weeks to show that she has made payment and she must show she is keeping up her rent if she is renting. We must know that she is not running any grocery bills and in the summer she is urged to lay aside for her fuel and winter clothing.

We make an effort to call upon each family once in six weeks. Whenever the Pension is inadequate to meet the budget, the worker tries to develop the resources within the family, such as renting rooms, although this is discouraged

except to women tenants, or light work, or, when there are no other resources, the Department of Public Welfare is asked to supplement, and in every instance does so upon our recommendation without a further investigation." (1)

A situation quite ideal is reported from Westchester County, New York (not, however, operating under the state's widow's pension law.) The department "investigates as thoroughly and sympathetically as it can - if indications are that the mother will bring her children up well for the community; it then tries to develop all possible resources within the family, as well as to organize the aid of outsiders interested in it, to the end that there shall be no unnecessary use of public funds. It seeks the sympathetic aid of relatives, friends, past and present employers, private societies, interested private citizens and the church---then plans for the family's progress toward improved conditions and eventual self-support. Therefore, by use of a budget prepared by specialists in food values and the purchasing power of money, it works out a careful estimate of the exact amount needed for proper physical surroundings, nourishing food, decent clothing and other necessaries. For example, Mrs. Johnson with girls of seven, five, three and one years, respectively, was budgeted as follows:

(1) Letter from Chief Probation Officer, Mothers' Pension Department, Juvenile Division of Wayne County Probate Court.

Estimated monthly budget:

Expenditures:

Rent	\$15.00
Food	37.38
Clothing	10.97
Fuel (2 stoves in winter)	7.90
Light	1.00
Sundries (soap, cleaning supplies, carfares)	2.50
	<hr/>
	\$74.75

Income:

Mother's earnings	\$8.00
Sister's contribu- tion	5.00
Church	5.00
Man's employer	15.00

 \$33.00

The difference between income and estimated necessary income shows a deficit of \$41.75 which amount was covered by a pension of \$42.00

Careful attention has been given to make sure that the plan as made is really working. Constant adjustments are required to make the estimate correct. As children grow older expenses increase. If the mother is ill and unable to work family income diminishes; as children grow older and she can work more it increases. If the man's former employer grows weary of contributing, if the church forgets them, or if the sister's other responsibilities grow too heavy, help must come quickly or the children will be undernourished. The agent who befriends Mrs. Johnson is constantly on guard against these possibilities.

The Department believes in 'adequate relief, if relief at all'-----'that it is obvious and unjustifiable waste to give a family just enough to starve it slowly or to break down its health and make all members dependents.'" (1)

(1) Lane, Winthrop. *What an American County Can Do.*
The Survey, Nov. 22, 1919

Part II.MOTHERS' PENSIONS IN KANSAS.The Law Relating to Pensions for Dependent Mothers and Children.

The first Mothers' Pension law in Kansas was passed by the legislature of 1915. This law provided for a maximum grant of \$25.00 a month to a mother with dependent children under 16 years whose husband was dead, divorced, physically or mentally unable to support himself and his family, confined in any penal or other state institution, or deserted for three months. A residence of one year in the county was necessary and each mother was required to file a regular application in the office of the County Clerk. She was then to be investigated by a board of three women who reported in writing to the county commissioners and "After full investigation the commissioners shall determine whether such applicant is entitled to such allowance or pension."

The law was amended in 1917, when two years residence was required and it was further provided that "after a full investigation, if the board of county commissioners shall find that unless relief is granted the mother will be unable to properly support and educate her children, or that they may become a public charge --- it shall make an order fixing and determining the amount of money it deems necessary

for the county to contribute -- and further that any payments of money may be increased temporarily in case of sickness or unusual condition and decreased in like manner when deemed unnecessary." (See Appendix for copies of laws)

In 1921 the law was further amended. This time the age limit was lowered to 14 years but the maximum amount allowed to be granted was raised from \$25.00 to \$50.00 and residence requirement changed back to one year instead of two. The text of the law is, otherwise, practically unchanged from the original law, although various persons particularly interested in the movement insist that the law was made compulsory by amendment. The law reads (as it always has) that "it shall be the duty of the county commissioners to pay to such mother, by way of allowance or pension, such sum monthly as may be reasonably necessary - etc., etc. "

The Law Itself.

Laws of Kansas 1921, Chapter 153, Section 1.
That section 1 of Chapter 138 of the Laws of Kansas of 1917, known as section 6824 of the General Statutes of 1915, be amended so as to read as follows: Section 1. That section 6824 of the General Statutes of 1915 be amended so as to read as follows: Section 6824. That the board of county commissioners may in their discretion allow and pay to poor persons who would otherwise become chargeable wholly or in part upon the county and who are of mature years and sound mind, and who from their general character will probably be benefited thereby; and they are hereby authorized to allow and pay to parents of idiots or of other children otherwise helpless and requiring the attention of their parents, where the parents are unable themselves to provide for said idiots

or other children, and where such idiots or other children would otherwise become chargeable in whole or in part upon the county, such annual allowance as will not exceed the charge of the maintenance of such persons, idiots, or other children, by the county in the ordinary mode, the said board taking the usual amount of charges in like cases as the rule for making such allowance: Provided, That in any case where the mother of any child or children under the age of fourteen (14) years shall have the sole care and custody of such child or children by reason of such mother being a widow, divorced, or by reason of the husband of such mother being physically or mentally unable to earn a living for himself and family, or by reason of his being lawfully confined in any penal or other state institution, or by reason of the husband of such mother having at all times for three months past abandoned or deserted such mother without just cause or collusion and where such mother has been an actual bona fide resident of the state two years and the county one year next preceding her application, and where such mother is a provident woman of good moral character and a fit person to have the care and custody of such child or children, and where such child or children have not sufficient property or income to support such child or children, such mother shall be entitled to a "mother's aid" in caring for and supporting such child or children from the county in which she is a resident at the time she makes application: and in all such cases it shall be the duty of the county commissioners to pay to such mother, by way of allowance or pension, such sum monthly as may be reasonably necessary to support such mother and child or children, not to exceed the charge of maintenance in the ordinary mode, which may be increased or diminished from time to time as may be necessary, just and reasonable: Provided, That the total sum allowed to any one mother coming under the provisions of this act shall not exceed the sum of fifty dollars (\$50) per month: Provided further, That before such allowance or pension shall be granted as set forth in the foregoing proviso it shall be the duty of such mother to file in the office of the county clerk of the county in which she is an actual and bona fide resident at the time as hereinbefore provided, an application for a mother's aid for caring for and supporting such child or children and setting forth in such application that she is an actual and bona fide resident of such county, that she has been at all times for one year past, and that she is the mother of such child or children and setting out a list of her property and that of such child or children, together with the amount of income therefrom, and stating that she is unable financially to support and educate such child or children, and stating that she is a widow, or that her husband has abandoned her, and stating the time of abandonment, or that the husband is

physically or mentally unable to earn a living for himself and family, or that the husband is confined in one of the state institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavit of two disinterested householders of the township or city in which the mother is a resident, setting forth the same facts and that the mother is a good woman of good moral character and a fit person to have the care and custody of such child or children, and thereupon and before granting any such allowance or pension provided for in this act the board of county commissioners shall refer the said petition to the county board of public welfare, if there be such a board, or if there be no county board of public welfare, the board of county commissioners shall designate three reputable women, in no way related to such applicant, residing in the township or city where such applicant resides, who are willing to serve without compensation, and said board of county welfare, through its county superintendent of public welfare or said committee of three women shall investigate and reinvestigate such applicant at least every six months and report in writing to said board of county commissioners, under such rules and regulations as the board may prescribe or require. And after a full investigation if said board of county commissioners shall find that unless relief is granted the mother will be unable to properly support and educate her child or children, or that they may become a public charge, and that the statements alleged in the application are true, it shall make an order finding and determining the amount of money which it deems necessary for the county to contribute toward the support of such mother, child or children, and that such sums of money or so much thereof as the board of county commissioners shall deem necessary and proper shall be paid to such mother for such child or children as prescribed and directed by the board of county commissioners: Provided, That any such payment of money may be increased temporarily by the board of county commissioners in case of sickness or unusual condition, and decreased in like manner, or terminated, when deemed unnecessary: Provided further, That the board may, in its discretion, order the amount of aid to be given in supplies instead of money.

Section 2. That section 6824 of the General Statutes of 1915 is hereby repealed.

Section 3. That this act shall take effect and be in force from and after its publication in the statute book.

Approved March 14, 1921.

Ruling on Mothers' Pensions

Attorney General Declares Act Mandatory.

"The question of the mandatory nature of the mothers' pension act has recently been raised in Wyandotte County. The county commissioners in Wyandotte and many other counties in the state have not been using the mothers' pension act as many boards of commissioners seem to feel that the granting of mothers' pensions is discretionary with the board.

The Children's Code Commission, which was instrumental in passing the amendment to the mothers' pension act at the last legislature, which amendment makes the act mandatory, appealed to the attorney general's office for a decision on the following points:

1st. Have the county commissioners the right to set aside the mothers' aid entirely under the provisions of the law?

Answer---(by Richard J. Hopkins, attorney general)
I am of the opinion that under chapter 153, Laws of Kansas 1921, the county commissioners have no right to set aside the mothers' aid provision under any clause of the act.

2nd. Is it mandatory under the law for the commissioners to appoint a committee of three women to investigate applications for the pension whenever there is not already established a county board?

Answer---I am of the opinion that it is mandatory under the law for the commissioners to appoint a committee of three women to investigate applications for the pension whenever there is not already established a county welfare board. The language of the statute uses the word "shall" in reference to such appointment and the word, as ordinarily used and in this connection, in my opinion, has a mandatory effect.

3rd. If supplies may be granted instead of money, what might be included as necessary in place of the money allowance?

Answer---I am of the opinion that the board may, in its discretion, order the amount of aid to be given in supplies instead of money, and that such supplies mean necessary food, necessary wearing apparel, necessary fuel, and necessary medical attention.

4th. Ought not the county commissioners to be bound by the intention of the act to grant a pension to worthy cases rather than to use the clause, by which the commissioners may grant supplies instead of money, for the purpose of evading the spirit of the act and placing its operation practically on the same basis as the law relating to indigent?

Answer---I would say that the county commissioners are bound by the intention of the act to grant a pension and are not authorized to use the clause in reference to giving supplies instead of money for the purpose of evading the spirit of the act or placing its operation practically on the basis of the law relative to indigent persons. Section 261, Laws of 1915 added the mothers' aid provisions to the provisions of Section 5545, General Statutes of 1909, provided for the relief of widows and dependent children and while said statute left discretionary the relief to be awarded to mothers of indigent children, it made mandatory on the board of county commissioners the allowance of mothers' aid or pensions to mothers who were financially unable to support and educate their children and who were widows or whose husbands had abandoned them or whose husbands had become mentally or physically unable to earn a living or were confined in any of the state institutions. The last named statute was amended by chapter 153, Laws of 1921, and increased the amount of widows' aid from \$25.00 to \$50.00 a month as a maximum and added the proviso that payment of money might be increased temporarily by the board of county commissioners in case of sickness or unusual conditions, and decreased in like manner, or terminated when deemed unnecessary, and further that the board might, in its discretion order the amount of aid to be given in supplies instead of money. The purpose of these provisos is not to evade the mandatory or beneficial effect of the law but to render its application more serviceable and beneficial and the board of county commissioners are not authorized to put a construction upon either of these provisions that would be evasive of the spirit of the act or give it a discretionary application according to the old form of the statute as it related to indigent persons and which was repealed in effect by the latter statutes."*

*Copy of ruling made by attorney general in 1922 in response to request of and distributed by the Kansas Children's Code Commission.

Administration of Mothers' Pensions in State.

What is the situation in Kansas? The Kansas law appears to be a comprehensive one providing a workable plan for compulsory aid to mothers with dependent children. In fact, the only change suggested by the commission making a careful study of the laws of all the states, is the inclusion of provision for the unmarried mother (adding to the present law - "by reason of such mother being unmarried".) (1)

Is the law in actual practice a compulsory one? Indeed, is it functioning at all? Or are Kansas' citizens and officials resting in a comfortable but false feeling that its mothers with dependent children are being adequately cared for merely because there is a law on the statute books?

Social work, in general, may be said to have advanced from the traditional "charity" of the Middle Ages, through the preventive stage (which tried to prevent the ills of society rather than merely render palliative aid), and to have gone on into the constructive stage which seeks "not merely to ward off evils that beset us, but looks forward to the positive achievement of health and happiness." (2)

(1) McCormack, Wm. -Proposals for the Extension of Relief to Needy Children in the United States.
Child Welfare Committee of America, 730 Fifth Ave., N.Y.

(2) Queen, Stuart A.,.-Social Work in the Light of History. p.50

Is Kansas in her administration of Mothers' Pensions only "giving alms to the poor" under a new name and proving herself to be still doing her social work by primitive methods? Are Kansas mothers with dependent children being given constructive aid according to the highest interpretation of the Mothers' Pension law or are they merely being given a "sop" of relief?

Two Years after the Amendment of the Law.

In an attempt to learn the general situation over the state, a questionnaire was sent to the County Clerk of each of the 105 counties in 1923. A letter requesting the information for the State Board of Administration and a stamped return envelope were enclosed with each questionnaire.

Since two years had elapsed since the final amendment to the Mothers' Pension law^{the} writer hoped to get information for this biennium by asking for a summary as follows:

- 1st. Total pension budget from July 1, 1921 to July 1, 1923.
- 2nd. Total number of families receiving pensions during this period.
- 3rd. Total number of children in these families.
- 4th. Total number applying for aid since July 1, 1921.
- 5th. Principal reasons for denying.

* The Clerk of the Board of Administration cooperated with writer by furnishing letter asking for information for the Board. It was thought that a better response would be obtained to an official letter than one from a private individual. See Appendix for copies of letter and questionnaire.

This specific data for each family on the pension list was requested: Specify whether widowed or other status; Number and ages of children for whom pension is granted; Other children living at home; Monthly pension grant; Income from other sources.

No usable information was secured from the first four questions - they were either ignored or else they were so obviously not answered correctly, in most instances, that no tabulations could be made.

The returns were as follows:

<u>Number counties</u>	<u>Report</u>
✓ 24	None given
22	Poor Commissioner (no family
✓ 17	Did not answer data given)
42	Reported by families getting aid
<u>105</u>	

Among those counties not sending reports were Shawnee and Wyandotte, both of which writer visited personally. Shawnee County was giving aid to mothers through a Mothers' Aid committee as provided by law, but it was impossible to get any report from this committee.

When writer visited the County Clerk's office in Wyandotte county to inquire about Mothers' Pensions, she was shown on record the names of ten women who were receiving monthly grants ranging from \$8.00 to \$10.00, labelled Mothers' Pensions. No addresses were given nor any information other than the names. The County Auditor's office was called to learn if we could get the total amount spent

on Mothers' Pensions for a certain period and we were told no such reports were available. But both the County Clerk and the Auditor assured writer that all such information could be secured from the County Poor Commissioner. When the Poor Commissioner was interviewed, he informed writer that even though funds were checked out to Mothers' Pensions, the county was really not operating under that law. No applications are filed. Writer was asked if she had read the law and being told that she had done so and that knowing the law she had expected the applications for Mothers' Aid would be on file and thus the information desired readily available, the Poor Commissioner stated that he did have some where around some social history of these women but that it would be most difficult for him to hunt it out.

Principal Reasons for Denying.

The principal reasons for not granting Mothers' Aid, as given by the different counties in answering the 1923 questionnaire, are as follows:

- Barton: Being able to work; not morally fit; parents that are able to help and do.
- Chase: Not divorced and haven't been in county required time.
- Cherokee: Not necessary.
- Cowley: Does not grant pensions as we have a Poor Commissioner and he takes care of all county poor.
- Crawford: There has never been any Mothers' Pensions issued in this county. A good many people are aided each year by giving them orders for groceries and merchandise of which amounts vary from \$4 to \$12 a month. In most cases this is given for 2 or 3 months - some for the year.

Ellsworth: When Board is satisfied that applicant has income enough to support herself and family.

Elk: We give no Mothers' Pensions in this county. When in need of help we give an allowance according to the need of each person or family.

Finney: Has sufficient property.

Ford: No one in this county has made formal application for pension. When the County Commissioners find a person needy and worthy they make them a monthly appropriation until they are in a condition or position to help themselves.

Hamilton: Had not been resident of county and state as specified by law.

Harvey: Help not necessary.

Haskell: Not worthy.

Jewell: Our Board has always denied Mothers' Pensions for the reason they did not care to begin it.

Kingman: Good reasons given by Board.

Kiowa: Report of committee not satisfactory.

Labette: Sometimes are able to get along without the aid, and they sometimes get the idea that they are entitled to a pension whether needy or not.

Leavenworth: They were denied due to the fact that the bill did not specify how the money to pay same should be realized. We give some coal, grocery and rent orders up to \$10 per month to needy poor.

Lyon: Have full-time Matron or Juvenile officer to oversee which County thinks is better way.

Miami: Able to work.

Morton: Not a resident of county two years.

Nemaha: Had property and were able to work and care for same.

Osborne: Could be cared for more economically by furnishing provisions at certain times of the year.

Pawnee: Unworthy of aid.

Phillips: Non-resident of county; not provident and immoral character.

Pratt: Not resident.

Republic: Our County Commissioners have handled the poor situation in a different manner. They make an order allowing temporary aid for each month. No formal applications have been filed for Mothers' Pensions. Two mothers have been before the Board to find out how they might obtain aid but both were property owners.

Riley: Applicants do not come within the scope of the law.

Russell: Had other means of support.

Scott: Was not needy.

Seward: County Commissioners are not in favor of the pension law.

Stevens: Committee appointed and they reported that party not entitled to pension according to law.

Counties Giving Mothers' Aid in 1923.

In the 42 counties giving aid to mothers on a regular allowance plan were 351 mothers with 1061 children under 14 years and 153 over 14 - or a total of 1565 persons being thus aided. The average family was 3 children (3.4 to be exact) and the average monthly grant \$17.64. The same counties giving the above information listed also 87 widows, without children, who were getting an average monthly grant of \$13.26 - showing a difference of approximately only \$4.50 a month in favor of the woman with three children to care for.

Causes of Dependency.

The causes of dependency as listed showed that death of the father was the chief one with 220 out of the 351 families, ^{listing this one} six fathers had deserted their families, eight were divorced and two separated. One father was in a State Hospital, three in penitentiaries and two incapacitated. The status of the father was not given for 109 families. It is very possible (indeed probable) that some counties listed all mothers as widowed regardless of real status.

Statistics.

Table I lists all the counties giving regular allowances to mothers with dependent children, with the population of each county, number of mothers in each county receiving aid, total number of children under 14 years and over 14 years, average number of children to the family and

the average grant which that number of children was receiving. It also lists, from each county giving such information, widows without children and the average monthly aid given them.

Table II shows maximum grants, number of children in the family receiving the highest grant, and other income. The largest grant in the state was \$40.00 a month to a family of four children in Barton County. There was no other income in the family. In Comanche County, the largest allowance to any one family was \$30.00 a month to a mother with seven children under 14 and two over fourteen years - and no other income reported. Montgomery County gave \$20.00, to a mother with seven children under 14 years as its largest grant. The smallest monthly grant was that of \$5.00 given in Nemaha County to a mother with two young children.

Table III shows the relation the number of dependent children in a family bears to the amount of the grant. It will be noted that out of 321 families only 3 receive as much as \$37.50 a month.

Table I.

COUNTIES GRANTING MOTHERS' PENSIONS IN NOVEMBER 1923.

County	Popula- tion 1923	No. pensioned mothers	No. chil. under 14	Number chil. over 14	Average number children	Aver. No. mo. grant	No. widows with no children	Aver. grant
Barton	19,375	10	27	8	3.5	\$22.50	28	\$15.35
Bourbon	25,305	1	8	ages not given		20.00	1	20.00
Butler	40,680	17	49	6	3.2	12.28	3	8.60
Chase	6,784	12	25	3	2.5	16.45		
Cherokee	35,353	37	122	25	4	11.25		
Cheyenne	6,196	1	2		2	15.00		
Cloud	17,836	23	69	8	3.3	26.50	5	14.00
Coffey	14,666	1	4		4	25.00		
Comanche	4,721	4	14	2	4	26.22		
Clay	15,823	6	17		2.8	12.50	15	11.25
Decatur	8,322	7	23	5	4	25.71	2	15.00
Ellsworth	10,235	7	25	7	3.5	12.57		
Finney	7,468	1	4		4	15.00	3	12.00
Grant	1,553	2	9		4.5	22.50		
Greenwood	17,068	2	10		5	17.50		
Hamilton	2,494	4	18	2	5	13.50		
Harper	13,439	13	51		3.9	10.80	2	10.80
Harvey	20,065	11	24	4	2.5	14.76	1	10.00
Jackson	15,015	4	13	ages not given	3.2	7.20		
Jefferson	13,581	10	29	3	3.2	18.00		
Kingman	11,471	12	44	19	5.2	17.25		
Kiowa	6,032	2	8	2	5	25.00		
Lane	2,917	1	1		1	8.00		
Miami	18,985	1	10			30.00		
Mitchell	12,934	9	16	2	2	11.66		
Morris	11,014	6	25	ages not given	4	15.00	6	13.00
Morton	3,440	2	7	2	4.5	17.00		
Montgomery	53,397	13	57	2	4.5	12.61		
Nemaha	18,297	1	2			5.00		
Ness	7,571	6	18		3	18.33	6	10.82
Pawnee	9,460	17	47	4	2.4	14.76	7	15.00
Phillips	12,489	12	26		2	15.25		
Pottawatomie	14,776	6	17	7	4	20.00		
Pratt	12,862	8	24		3	19.00	3	16.66
Rawlins	6,760	3	7		2.3	25.00		
Reno	47,443	40	110	18	3.2	15.38		
Riley	18,733	13	36	10	2.7	14.38		
Sheridan	6,018	4	8	1	2.2	17.50		
Sherman	6,373	1	3			25.00		
Stafford	11,383	18	40	12	2.8	10.88		
Stanton	1,325	1	5	1		25.00		
Wallace	2,413	2	7		3.5	35.00		
42 counties		351	1061	153	3.4	\$17.64	87	\$13.26

Table II. Maximum grant in each county giving aid in 1923, number of children in the family receiving highest grant, and other income reported.

County	Maximum grant	Number children under 14	Number children over 14	Other income
Barton	\$40.00	3	1	None
Bourbon-only grant	20.00	8	ages not given	Washing
Butler	25.00	2	0	None
Chase	25.00	3	1	\$30.00 a month
Cherokee	20.00	4	1	None
Cheyenne -only grant	15.00	2	0	Washing about \$4 a week
Clay	20.00	4	0	Not given
Cloud	35.00	5	0	None
Coffey - only grant	12.50	4	0	Washing
Comanche	30.00	7	2	None
Decatur	40.00	2	0	None
Ellsworth	15.00	4	0	\$10.00 a month
Finney	15.00	4	0	Not given
Grant	25.00	4	0	Not given
Greenwood	25.00	8	0	Not given
Hamilton	21.00	11	0	Not known
Harper Not given				
Harvey	20.00	2	0	Not given
Jackson Not given				
Jefferson Not given				
Kingman	25.00	5	0	None
Kiowa	25.00	6	0	None
Lane	8.00	1	0	Not given
Miami	30.00	10	0	Not given
Mitchell	15.00	3	0	Not given
Montgomery	20.00	7	0	None
Morris	20.00	4	0	Not given
Morton Not given				
Nemaha	5.00	2	0	Not given
Ness	25.00	5	0	\$10.00 a month
Pawnee	25.00	5	0	Works some
Phillips	20.00	6	0	Owns farm
Pottawatomie	30.00	4	1	Not given
Pratt	20.00	4	0	\$15.00 a month
Rawlins	25.00	4	0	Not given
Reno	25.00	5	1	None
Riley	25.00	5	1	None
Sherman	25.00	3	0	Work
Sheridan	25.00	3	0	Washing - \$6.00 a week
Stafford	25.00	5	0	Washing
Stanton	25.00	5	1	None
Wallace	35.00	4	0	None

Note: Harper, Jackson, Jefferson and Morton counties reported in total sum spent for all families instead of by grants for each family.

Table III. Distribution of monthly grants as related to number of dependent children in families.

Number of children to 16 years (inc.) in families.	Families receiving pensions of specified amounts, Nov. 1923								
	Total families	\$5	\$6- \$10	\$11- \$15	\$16- 20	\$21- \$25	\$26- \$30	\$31- \$35	\$36- \$40
Total number	321	7	96	109	49	46	9	2	3
1 child	44	6	23	12	2	1	--	--	---
2 children	79	1	40	21	11	5	--	--	1
3 children	70	--	20	27	11	10	1	1	--
4 children	75	--	9	32	17	12	4	1	--
5 children	34	--	3	14	3	11	1	--	2
6 children	8	--	--	2	2	4	--	--	--
7 children	2	--	--	--	1	--	1	--	--
8 children	6	--	--	1	2	2	1	--	--
9 children	-----	-----	-----	-----	-----	-----	-----	-----	-----
10 children	1	--	1	-----	-----	-----	-----	-----	-----
11 children	2	--	--	--	--	1	1	--	--

Note: 29 families from 4 counties where individual grants were not given and 1 family in which the only children are 17 year old twins (with a pension grant of \$20.00 monthly) are not included in this table.

Status of Mothers' Aid in Kansas in 1927.

In order to get up-to-date information a second questionnaire was sent out in March 1927. This one was simplified and designed to ascertain, if possible, which counties were giving aid to mothers according to the Mothers' Aid law and to get information only about such families. (See Appendix for copy of questionnaire.) The returns from this questionnaire show:

35 counties giving aid through Co. Poor Com.
 41 counties report Mothers' Pensions
 29 did not reply

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Of the 41 counties listed as giving Mothers' Aid, however, 15 listed names of mothers who would not come under the classification of the law, along with those who fulfilled the requirements of the Act. So it undoubtedly true that those 15 counties, and possibly others, make no distinction between Mothers' Aid and any sort of poor relief.

Reports from various counties.

Barton County listed 2 mothers with children over 15 years only. The report was sent in by the county Poor Commissioner with the following note attached: "This county is helping so many families in groceries, clothing, rent and coal, we do not know the ages of the children. We have so many old people who receive pensions and other help. It would take a lot of time to get ages."

Butler County lists 4 families with no children under 14 years.

Cherokee County reports "It would take hours of search to give boys and girls and their ages."

Clay County lists one family with children over 15 only.

Dickenson County reports "50 other persons receiving monthly aid ranging from \$10.00 to \$15.00 " (in addition to 2 listed as Mothers' Aid.

Finney County lists 2 widows with no children each getting \$10.00 a month.

Gove County reports -"The records are not in this office and apparently have never been kept." (The information asked for on questionnaire was given but was secured by the County Clerk from the County Superintendent who knew the families.)

Harper County lists only 3 mothers with children under 14 years, with an average grant of \$12.60, and 11 widows with no children or only with children over 14 years whose average grant was \$10.60

Jefferson County lists with its Mothers' Aid one grant to an idiot of 18 years (\$7.50 per month.)

Kingman County gives its aid to mothers through the county Poor Commissioner. One of its Mothers' Aid grants is \$6.00 a month to a widow with sons of 15, 19, 25, 28, 30 and 33 years and daughters of 21, 24 and 35 years. This grant was made in 1916.

McPherson County gives aid through the Department of Public Welfare which is maintained in cooperation with the

American Red Cross. One mother in this county gets \$60.00 a month, which is \$10 more than the maximum allowed for Mothers' Aid by law. This amount is being given to a woman with children of 3, 6, 8, 11, 13 and 15 years whose husband deserted. The grant was made in February 1925. McPherson also lists one family with no children under 14 years.

Montgomery County gives aid of \$15.00 a month to a family of deaf-mutes (father, mother and 6 children.) This grant was made in 1921.

Nemaha County gives \$10.00 a month to a widow with children 17, 23, 27, 29 and 31 years. This aid was granted in 1924.

Neosho County reports "In answer to your letter will say that this county gives what they call Mothers' Aid instead of Pensions. We cannot give the ages of the children and date granted for we have not this information for our own use. We do not know how many children there are in the family nor do we know how we could get any information of this kind."

Pratt County in its report listed 19 as receiving Mothers' Pensions (one of whom was listed as "an old lady"); 13 as receiving county aid, 5 of whom were mothers with children under 14 years. The others listed as getting county aid were old man, old lady, cripple, aid for invalid brother, etc.

Scott County lists \$2.00 allowance to a widow with a daughter of 20 years at home and a son of 35, married. This grant was made in September 1925.

Sheridan County reports "no record" on the children of 3 of the 6 mothers getting pensions.

Stafford County has been giving \$5.00 a month since June 1923 to a mother whose only child is now 16 years old.

Wabannsee County gives \$14.00 a month to a widow with 12 children - twins of 6 years, an 8 year old, twins 13, others 17, 18, 20, 22, 24, 25, and 27 years. This grant was made in December 1919.

Counties Giving Aid Only Through the County Poor Commissioner.

Allen, Anderson, Barber, Brown, Cheyenne, Clark, Coffey, Comanche, Cowley, Edwards, Ellis, Ford, Franklin, Geary, Graham, ^Haskell, Jackson, Jewell, Lane, Leavenworth, Lincoln, Lyon, Marion, Morris, Norton, Osage, Osborne, Pottawatomie, Republic, Rice, Rooks, Stevens, Sumner, Thomas, and Trego counties reported they were not acting under the Mothers' Pension act but gave only through the regular channel of poor relief, the County Poor Commissioner.

Additional information was given from a few counties as follows:

Allen - The needy are given help in the way of merchandise.

Clark - We spend about \$1500 per year for assistance to widows with children.

Ellis - County helping a few mothers but not under the Mothers' Pension law.

Haskell - We have never had any applications for mothers pensions.

Leavenworth - The Red Cross handles all our poor by issuing grocery orders and coal orders to the needy.

Marion - Our county does not grant pensions under the Mothers' Aid law but we are giving aid as needed otherwise.

Republic - This county has never made it necessary for the Mothers' Pension law to be brought into effect. These needy people are all helped by our poor fund. We have found it is easier to give them temporary aid and in this way the amount is more flexible to the needs of the destitute as they vary with the times. We have seen many mothers remarry, some of which would not have done so had they had a regular monthly pension. We also believe that the children will learn to be industrious if they learn to work and help the mother. The main thing is to see that they get good solid food, sufficient clothing to keep them comfortable and to keep the children in school during the school year.

Rooks - This county does not pay a mothers pension, they just allow a certain amount for groceries for the poor and sometimes furnish coal and pay house rent. It is hard to estimate the monthly payment for each one. Most of them have a limited amount for groceries per month and sometimes it is used up and sometimes not. The Trustee of the township is the only overseer of the poor.

Sumner - We aid widows through the regular channel the same as other needy residents. Some we make a regular monthly allowance in money, others we furnish food, fuel and sometimes clothing.

Statistics 1927.

There were 489 families, in 41 counties, receiving regular allowance from the county known as Mothers' Aid, in January 1927. It is estimated there were 2076 persons thus aided in the 41 counties. The average family was 3.25 children. The mean grant \$17.34 monthly.

Table IV shows counties reporting Mothers' Aid. Wallace County shows the highest grant - \$28.33 and Montgomery the smallest - \$6.52

Table V shows the distribution of aid given as related to the size of families.

Table IV.

COUNTIES GRANTING MOTHERS' PENSIONS IN JANUARY 1927.

County	Popula- tion 1927	No. mothers pensioned	Number children under 14	Number children over 14	Average number children	Average monthly grant
Atchison	25,468	26	68	14	3.28	\$11.09
Barton	19,602	8	14	2	2	27.08
Bourbon	25,027	7	24	5	4.1	12.57
Butler	36,205	19	54	3	3	12.84
Chase	6,394	4	4	1	1.2	13.12
Cherokee	35,118	32	not given			12.15
Clay	15,430	5	8	4	2.4	12.00
Decatur	8,063	7	not given			
Dickinson	25,967	2	11		5.5	17.50
Ellsworth	10,114	7	16	1	2.4	11.66
Finney	8,093	11	25	5	3.3	15.55
Gove	5,467	4	13	5	4.5	26.25
Grant	1,824	1	4		4	25.00
Hamilton	2,378	3	5	1	2	7.00
Harper	12,997	6	6	4	1.6	12.66
Jefferson	13,732	24	82	8	3.7	12.56
Johnson	24,069	5	13	4	3.4	11.00
Kearny	2,655	1	3	1	4	25.00
Kingman	11,886	7	18	17	4.3	22.50
Kiowa	6,210	4	9	4	3.2	17.50
McPherson	20,570	10	23	18	4.3	24.55
Miami	20,131	8	26		3.2	14.37
Montgomery	57,438	18	47		2.6	6.52
Nemaha	18,073	11	29	8	3.5	16.80
Neosho	22,298	17	not given			
Ness	7,415	4	14	8	5.5	20.00
Pawnee	9,057	14	14	2	4	15.00
Pratt	12,486	23	not given			18.95
Rawlins	6,744	5	13		2.6	25.00
Reno	47,670	33	83		2.5	13.84
Rush	8,635	3	6		2	23.33
Russell	10,680	1	1	2	3	12.00
Scott	3,186	3	10		3.3	23.33
Sedgwick	120,979	52	164	28	3.6	14.51
Shawnee	79,585	69	225	41	3.8	15.50
Sheridan	5,871	6	6		2	17.50
Sherman	6,741	5	13	3	3.2	22.00
Stafford	10,696	19	43		2.3	12.22
Stanton	1,315	1	3	3	6	25.00
Wabaunsee	10,374	11	33	16	4.4	11.36
Wallace	2,770	3	9	3	4	28.33
			estimated			
41 counties		489	1587		3.25	\$17.34

Table V. Distribution of pension grants according to number of children under 16 years.

Number of children to 16 years in families	Number of families receiving pensions of specified amounts January, 1927.												
	Total families	\$5	\$6 \$10	\$11 \$15	\$16 \$20	\$21 \$25	\$26 \$30	\$31 \$35	\$36 \$40	\$41 \$45	\$46 \$50	\$51 \$55	\$56 \$60
Total number	383	31	126	104	55	49	9	4	1	3	0	0	1
1 child	54	14	24	12	3	1							
2 children	104	13	47	26	10	7				1			
3 children	92	2	31	34	13	11	1						
4 children	67		16	14	16	18	2		1				
5 children	39	2	7	14	5	7	3	1					
6 children	18			3	6	4	2	1		1			1
7 children	6		1	1	2		1	1					
8 children	2					1		1					
9 children	0												
10 children	0												
11 children	1									1			

Note: 383 is total number of families for which both number of children and exact amount of pension were given.

Table VI. Length of time Mothers' Pensions have been given to those mothers on pensions lists of January 1927.

Time on pension list	Families on pension list	
	Number	Percent distribution
Total...	489	100
Less than 6 months.....	46	9
6 months but less than 1 year.....	47	10
1 year but less than 2 years.....	64	13
2 years but less than 3 years.....	68	14
3 years but less than 4 years.....	72	15
4 years but less than 5 years.....	35	8
5 years but less than 6 years.....	25	5
6 years but less than 7 years.....	16	3
7 years but less than 8 years.....	20	4
8 years but less than 9 years.....	6	1
9 years but less than 10 years.....	7	2
More than 10 years.....	16	3
Not given.....	65	13

We find that, even including those for whom the time was not specified, fewer than 50% of these mothers have been on the pension roll for less than two years. 18% of them have been receiving aid for more than five years.

Table VII. Cause of dependency as shown by status of husband.

Status of husband	Number	Percent
Total.....	489	100.0
Dead.....	215	44.0
Deserted.....	63	12.9
Divorced.....	36	7.4
In State Hospital.....	11	2.2
In State penitentiary.....	8	1.6
Incapacitated.....	16	3.3
Not given.....	140	28.6

Table VIII. The average pension grant according to number of dependent children in family.

Size of family	Average pension State of Kansas		Average pension Shawnee County
	1923	1927	1927
1 child	\$ 8.95	\$ 8.40	\$12.50
2 children	13.50	10.45	13.40
3 children	13.00	12.34	12.79
4 children	14.30	14.55	17.50
5 children	17.36	15.20	20.35
6 children	18.25	21.35	22.50
7 children	22.50	19.16	25.00
8 children	20.00	27.50	-- --
9 children	-----	-----	-----
10 children	10.00	-----	42.50
11 children	30.00	45.00*	-----

* 1 family only

Taking the state as a whole there is exhibited a correlation between large families and larger grants - although studying the grants in individual counties, the tendency seems to be for one county to give a certain grant regardless of the size of the family.

Actual Administration of Mothers' Aid in Two Counties.

How the Committee Functions.

Shawnee County gave the largest number of grants of any county in the state, giving regular aid to 69 mothers in January 1927. A special study was undertaken in this county because there is an active committee, interested in its work, and because it was understood that "very complete" records were kept for each Mothers' Aid family.

The order of procedure is for the mother, who feels the need of assistance, to apply at the county clerk's office where she is given the regular printed application form to be filled out. (See Appendix for copy of blank). She is asked to fill this out herself, in her own writing. The Chairman of the Committee feels that she gets information about the mother's education and ability that she could get in no other way. The application is then^{re}turned to the Mothers' Aid committee of three local women who "investigate" and report their recommendation to the County Commissioners. The County Commissioners always accept the recommendation of this committee which is made only after a home visit and calls to references give a basis for determining the woman's need.

No regular report is made to the Commissioners thereafter. The Chairman of the Committee "would not like to burden busy men with any reports of Mothers Aid families" and unless there is some change no report is made and the Commissioners understand conditions are the same.

No card index is kept of Mothers' Aid families except that in the Poor Commissioners office. The applications are kept in a vault in the County Clerk's office with no attempt made at filing, either alphabetically or chronologically. When writer attempted to get information to fill out the same questionnaire which was mailed to all the other counties in the state she had the list of current Mothers' Aid cases taken from the monthly report published in the paper and by getting the names from this list, it was possible to hunt out the applications (from which the information had to be obtained) from the others. There seemed to be no other way to get the desired data.

As for any further records, it was found that while some few cases are recorded at the Provident Association and limited social histories made, most of them have no records except those kept by the County Poor Commissioner. Mothers' Aid cases are very closely bound up with regular "poor relief". In fact, 19 of the 69 cases were listed by the Poor Commissioner as ordinary county cases. But, although it is true that only 50 were listed in the auditor's report (which is printed monthly in the local papers) as Mothers' Aid cases (from which source writer got her list), the Chairman of the Mothers' Aid Committee insists that the other 19 were also Mothers' Aid cases only they were getting groceries and coal instead of cash. The writer was told that once a case is referred to the Mothers' Aid committee for investigation, it is always carried as a Mothers' Aid case and that the reason some of the mothers were getting supplies was that they are women who are

not capable of handling cash and doing their own buying. However, these cases are handled exactly as any other county case. The mother makes out her grocery order and takes it (on a specified day each week) to the county "store" which the Poor Commissioner maintains as part of his office. (It is interesting to note that the present Poor Commissioner was formerly a store keeper and consequently knows that end of the work very well.)

To arrive at the amounts received by each of these families it was necessary to go through the Poor Commissioner's files and total the grocery orders for the month. The Poor Commissioner has a card file and each time a family is given supplies, the amount is noted on its card. (See copy in Appendix.) These amounts were added by the writer to get the amount for January - which was the month chosen for study in Shawnee County. When writer suggested she would like to have the recommended amount rather than the actual amount in dollars and cents (for example, if \$15.00 was the amount recommended by the Committee, use that instead of adding up the orders to get \$14.68, etc.) she was told that there is no limit, that each mother gets the amount necessary for her to have. When writer asked who decided what this amount is, whether the Poor Commissioner had the authority to decide how much was necessary, she was told that everything relating to any Mothers' Aid family is referred to the Chairman of the committee. The school nurse, the Public Health nurse,

the Provident Association workers, the Poor Commissioner, anyone who has any questions or wishes any information about a Mothers' Aid family calls the Chairman of the committee. It is distinctly understood that she has the authority in all Mothers' Aid cases and that no one does anything for one of them without her permission. (Writer was later given the information that the Provident Association offered to make regular visits to Mothers' Aid families and keep records up-to-date for the committee but this offer was refused.) The Chairman feels that it would be very unethical for any individual or agency or organization to have any contact with any one of the Mothers' Aid families without her permission. This may be an excellent plan and might work if the Chairman had a corps of workers to do follow-up under her direction - but it is obviously impossible under the existing plan. The Chairman is quite well satisfied with the way Mothers' Aid is handled; she feels that there is enough money given in each case - "the mothers get along"; that the publishing of the names in the paper is a recommendation for the woman since investigation is made of every one and none given a pension without good recommendations; and in addition, this publishing of names gives a good source of information, since anyone who knows something against the woman will report it when they see her name in the paper as a Mothers' Aid case!

Although no records are kept, the Chairman of the committee does have a great deal of information about each family and moreover, and perhaps most important, has established a friendly contact with the families. She makes herself "one of them" and they do feel free to call her when trouble arises or to help get work or to ask for a Christmas basket, etc. The Chairman devotes most of her time to volunteer social work, not only to Mothers' Aid families but making calls on regular county cases for the Poor Commissioner, doing special calls for the Provident Association, etc. She is a woman of influence in the community and has secured wonderful cooperation. Obviously she has little time to devote to record keeping!

Extent of Aid.

According to the 1920 census Shawnee County had a population of 69,159 persons with 19,118 children under 15 years. 225 or 1.2% of all the children in the county were being aided by county funds through Mothers' Aid grants in January 1927. The average monthly grant in Shawnee County is \$15.50, to the average family of a mother and 3 children under 14 years.

Cause of dependency.

Death of the husband is given as the cause of dependency in 41% of the cases; desertion or divorce in 35%. One mother, whose husband is an inmate of the County Farm (the Poor Farm), is receiving a monthly grant. Table IX shows the number and percentage distribution of causes given:

Table IX. Cause of dependency-as shown by status of husband--
in Shawnee County.

Status of husband	Number	Percent
Total.....	69	99.9
Dead	28	40.6
Deserted	13	18.8
Divorced	11	16.0
In State Hospital	3	4.3
In State penitentiary	3	4.3
Incapacitated	3	5.9
At County Poor Farm	1	
Not given	7	10.0

Table X. Length of time Shawnee County mothers have been
receiving Mothers' Pensions.

Time on pension list	Families on pension list	
	Number	Percent distribution
Total....	69	100.0
Less than 3 months	10	14.3
3 to 6 months.....	2	2.9
6 months to 1 year.....	9	13.1
1 year but less than 2 years.....	15	21.7
2 years but less than 3 years.....	4	5.9
3 years but less than 4 years.....	6	8.7
4 years but less than 5 years.....	5	7.3
5 years but less than 6 years.....	5	7.3
6 years but less than 7 years.....	1	1.4
7 years but less than 8 years.....	1	1.4
8 years but less than 9 years.....	0	0.0
9 to 10 years.....	2	2.9
Not given.....	9	13.1

Sedgwick County.

Sedgwick County is the one other county in the state (besides Shawnee) giving aid as Mothers' Pensions to more than fifty mothers. In January 1927 this county had 52 mothers with 193 dependent children on its list. The causes of dependency are given as death of the husband in 31 or 60% of the cases; desertion in 10 and divorce in 9, in other words 36% list broken homes for reasons other than death; and 2 or 4% of the husbands are in a State Hospital.

None of the Sedgwick County mothers have been under county care for as long as five years as the following table will show:

Table XII. Length of time Sedgwick County mothers have been receiving Mothers' Pensions.

Time on pension list	Families on pension list	
	Number	Percent distribution
Total.....	52	99.9
Less than 6 months	6	11.5
6 months to 1 year	11	21.2
1 year but less than 2 years.....	10	19.2
2 years but less than 3 years....	13	25.0
3 years but less than 4 years...	10	19.2
4 years but less than 5 years...	2	3.9

Table XIII. Distribution of Sedgwick County grants according to number of dependent children in families.

Number of children in families	Number of families receiving grants of specified amounts				
	Total families	\$5 to \$10	\$11 to \$15	\$16 to \$20	\$21 to \$25
Total number	52	22	20	3	7
1 child	1	-	1		
2 children	16	11	4		1
3 children	13	5	8		
4 children	12	4	4	1	3
5 children	6	1	3	1	1
6 children	3			1	2
7 children	1	1			

The Procedure in Sedgwick County.

The present Mothers' Aid committee in Sedgwick County is composed of the assistant County Commissioner of the Poor, a visitor from the League for Social Work (a case working agency), and a worker from the Salvation Army - the first time such a correlation has been attempted. The report from Sedgwick sent in response to the questionnaire was very carefully and completely done. It is not known, however, whether procedure has changed from that given by a former member of the committee or not. She gives the following picture of the actual functioning of a Mothers' Aid committee:

"Mothers' Aid applications are referred to a committee of three for investigation and recommendation to the County Commissioners for the entire county. (During my term we did not visit outside Wichita. There may have been applications from other towns or from the countryside which were settled right in the court house. I know that was done at times.)

The committee is supposed to re-investigate each family every six months making a new recommendation to the County Commissioners. This is to be made in writing on the application blank. (As a matter of fact, we made no additional report during my term on the new cases. We did re-investigate some of the old ones from the term before. We intended to make the new reports but the committee had difficulty in getting together and the chairman insisted that all three must go each time. I do not believe our committee was any more dilatory than others!)

The only records I ever saw were the application blanks. These contain a fairly comprehensive list of questions for face sheet evidence but the manner in which they were answered gave no adequate picture of the family. No standards were set up and no doctor's diagnosis considered necessary when a woman said she was "poorly".

Comparison of 1923 Data with that of 1927.

It is unwise to make positive statements based on the results of the questionnaires because of the lack of unanimity in the making of these reports. Still we can point out that while only 41 counties report Mothers' Aid in 1927 as compared with 42 counties in 1923 - yet 489 families are being assisted in 1927 as compared with 351 in 1923 - showing an increase of 138 families. So we may readily assume that the service to mothers, which was the purpose of the Mothers' Aid law, is being extended somewhat.

However, there is no evidence that "service" is being extended in any way except that more mothers are being given grants. There is apparently no attempt to meet the needs of these families. Each county gives according to a rather inflexible standard based more on the size of its budget than on any needs exhibited by the families.

With each county as an independent administrative unit the results is bound to be irregularity in the interpretation of the law.

It is significant to note that the majority of mothers on the pension lists have been receiving aid for more than two years. Remembering the reports quoted from various counties, ~~one~~ wonders if there is a tendency to allow a grant and then forget about it. When we see county after county listing as Mothers' Aid cases widows with no children and mothers with no children under 15 years, we know there is actually no distinction between Mothers' Aid and regular poor relief.

Six counties out of the 41 reporting Mothers' Aid in 1927 were giving aid to mothers whose only children were over 14 years, and who, according to strict interpretation of the law, would not be receiving aid. Thus out of the 105 counties in the state, only 35 or approximately one-third can be said to be giving aid according to the provisions of the law.

The average monthly grant is approximately \$17.00, with only 5 families out of 383 (or a few more than 1%) getting as much as \$36.00 a month and not one getting as much as \$50.00, the maximum provided by law. Many families are listed with pensions grants of \$10 and \$15 a month and no other income. Yet the food allowance alone for a mother and three children should be approximately as much as the highest 1% get in regular grants!

	<u>1923</u>	<u>1927</u>		<u>1923</u>		<u>1927</u>	
Allen	None	Poor	Com.	Meade	Poor	Com. *	
Anderson	None	Poor	Com.	Miami	M.A.	M.A.	
Atchison	*	M.A.		Hitchell	M.A.	*	
Barber	None	Poor	Com.	Montgomery	M.A.	M.A.	
Barton	M.A.	M.A.		Morris	M.A.	Poor Com.	
Bourbon	M.A.	M.A.		Morton	M.A.	*	
Brown	None	Poor	Com.	Nemaha	M.A.	M.A.	
Butler	M.A.	M.A.		Neosha	Poor	Com. M.A.	
Chase	M.A.	M.A.		Ness	M.A.	M.A.	
Chautauqua	None	*		Norton	*	Poor	Com.
Cherokee	M.A.	M.A.		Osage	Poor	Com. Poor	Com.
Cheyenne	M.A.	Poor	Com.	Osborne	Poor	Com. Poor	Com.
Clark	None	Poor	Com.	Ottawa	*	*	
Clay	M.A.	M.A.		Pawnee	M.A.	M.A.	
Cloud	M.A.	*		Phillips	M.A.	*	
Coffey	M.A.	Poor	Com.	Pottawatomie	M.A.	Poor	Com.
Comanche	M.A.	Poor	Com.	Pratt	M.Z.	M.A.	
Cowley	Poor	Com. Poor	Com.	Rawlins	M.A.	M.A.	
Crawford	Poor	Com. *		Reno	M.A.	M.A.	
Decatur	M.A.	M.A.		Republic	Poor	Com. Poor	Com.
Dickinson	*	M.A.		Rice	Poor	Com. Poor	Com.
Doniphan	None	*		Riley	M.A.	*	
Douglas	None	*		Rooks	None	Poor	Com.
Edwards	None	Poor	Com.	Rush	*	M.A.	
Elk	Poor	Com. M.A.		Russell	Poor	Com. M.A.	
Ellis	*	M.A.		Saline	Poor	Com. M.A.	
Ellsworth	M.A.	Poor	Com.	Sedgwick	*	M.A.	
Finney	M.A.	Poor	Com.	Seward	None	*	
Ford	None	Poor	Com.	Shawnee	*	M.A.	
Franklin	Poor	Com. M.A.		Sheridan	M.A.	M.A.	
Geary	Poor	Com. Poor	Com.	Sherman	M.A.	M.A.	
Gove	*	M.A.		Smith	*	*	
Graham	None	Poor	Com.	Stafford	M.A.	M.A.	
Grant	M.A.	M.A.		Stanton	M.A.	M.A.	
Gray	None	*		Stevens	None	Poor	Com.
Greeley	*	*		Sumner	*	Poor	Com.
Greenwood	M.A.	*		Thomas	None	Poor	Com.
Hamilton	M.A.	M.A.		Trego	None	Poor	Com.
Harper	M.A.	M.A.		Wabaunsee	*	M.A.	
Harvey	M.A.	*		Wallace	M.A.	M.A.	
Haskell	None	Poor	Com.	Washington	*	*	
Hodgeman	Poor	Com. Poor	Com.	Wichita	None	*	
Jackson	M.A.	Poor	Com.	Wilson	Poor	Com. *	
Jefferson	M.A.	M.A.		Woodson	None	*	
Jewell	None	Poor	Com.	Wyandotte	*	(Poor Com.) * (P.C.)	
Johnson	*	M.A.					
Kearny	*	M.A.					
Kingman	M.A.	M.A.					
Kiowa	M.A.	M.A.					
Labette	Poor	Com. *					
Lane	M.A.	Poor	Com.				
Leavenworth	Poor	Com. Poor	Com.				
Lincoln	None	Poor	Com.				
Linn	None	*					
Logan	None	*					
Lyon	Poor	Com. Poor	Com.				
Marion	Poor	Com. Poor	Com.				
Marshall	None	*					
McPherson	Poor	Com. M.A.					

<u>1923 reports:</u>		<u>1927 Repts.</u>	
No.	Counties	Aid thru	Poor
	No Pensions	Com. only,	35
	given (NONE) 24	Mothers' Pen.	41
	Aid thru Co.	No Report *	29
	P.Com.-No fam- ily data) 22		
	Cos.Rep. by families 42		
	No report * 17		
	105		

Part IIIA COMMUNITY IN WHICH NO MOTHERS' PENSIONS ARE GRANTED

Douglas County is one of the counties frankly admitting that it "does not give Mothers' Pensions". All applications for relief are referred to the County Poor Commissioner (a half-time position in this county).

Information was given from the County Clerk's office that there have been no applications for Mothers' Aid since shortly after the law was passed. However, it was admitted that there have been various inquiries about Mothers' Aid and that the questioners were simply told that no Mothers' Pensions are given in this county. Some three years ago, the writer went with a widowed mother to make application for Mothers' Aid. An application was very carefully filled out, according to law, by the County Attorney and the affidavit deposited with the County Clerk. After a week or so writer received a letter from the County Clerk thanking her for her interest and assuring her that the matter had been referred to the County Board of Public Welfare and a regular allowance granted. In talking to the Poor Commissioner only recently, it was learned that the original grant of \$10 was increased to \$15 because so many people came to the office to request an increase but that the woman herself has not been seen since the original investigation three years ago.

One of the arguments in favor of a stated sum given regularly to the mother is that "The mother with the knowledge of a regular allowance may plan her affairs to an advantage impossible where assistance comes spasmodically

and that she is inspired to maintain a higher level of conduct and efficiency as a mother". 1.

Getting "regular allowance" from a County Poor Commissioner does not always mean, however, that the mother can be sure she will get help regularly. ^{The} Writer well remembers one occasion, when on inquiring about a certain family who had been getting a weekly grocery order, was told that Mrs. A. was not on the list just now, that she was being disciplined by having her allowance cut off for a few weeks, that she had grown too confident and seemed to feel that the county owed her this allowance. So Mrs. A. with her six children 3 to 16 years was "dropped from the list for discipline". In the meantime the children ran the streets, begged in local bakeries and flower shops and carried their begging into the streets by pretending to be trying to sell the resultant gifts of cookies and flowers not quite fresh. The mother was not physically able to earn a living for her family by washing, the only thing she could do at home--and she had to have home work because she had to care for the 3 year old. Perhaps she was intimate with the "boarder" who supplied the family table--but one wonders who has the right to utterly condemn her! They had to have food and shelter and the mother was incapable of earning enough to supply them. If she had been able to count on a regular income from public funds the situation would undoubtedly have been different.

1. Social Results of Mothers' Pensions in Ontario - Monthly Labor Review, May 1926.

It was decided to take Lawrence (the county seat of Douglas County, a city of approximately 15,000 population) as a sample community in which no Mothers' Pensions were granted, make a survey to locate the widows with dependent children and by personal interviews with the mothers themselves, find out, if possible, how they support themselves, how they manage to live, if any definite need for regular relief would be exhibited, etc. Lawrence has perhaps rather less opportunity for industrial work than the average city of its size, being known chiefly as the site of the State University. There is, however, a canning factory, several laundries, a paper mill and a poultry house which hire women in addition to the usual housework jobs which any city offers.

A house-to-house canvas of over 100 blocks was made and fifty-six mothers with dependent children (under 14 years of age) interviewed. (1). Of this number eleven stated they had sufficient income without working. (these were not asked to give further information). The other forty-five were working mothers - thirty-four white women and eleven negroes.

The eleven who stated they had sufficient income:

- 1 owns farm and town property.
- 1 owns farm.
- 1 owns home - had other property left at husband's death.
- 1 lives with well-to-do parents.
- 2 had property.
- 1 brothers support.
- 1 has independent income - also keeps roomers.

1. The original plan was to make such a canvas of the entire city but for various reasons this plan had to be abandoned. In addition to the 56 interviewed, writer had the names of some fifty more widows in various parts of the city, secured from the ones visited, from interested friends, school records, etc. These names were to have been checked against the final list of

of those interviewed so that none would be missed. The section canvassed may, perhaps, be considered a fair sample of the city. It did not include the section north of the river where undoubtedly some of the poorest live because of cheaper rents, nor did it include that part of the city generally known as the better residence section. See Schedule card used and Lawrence map - Appendix.

- 1 divorced - owns home - getting alimony.
- 2 questionable - living together - pay \$25 a month rent. One ill and complaining of bills to meet. Insisted they have income but also said husband did not leave any property or insurance.

Of the working mothers 2 are negroes with no children under 16 - and are not included in the tabulations. However, these women have supported themselves and their children for several years. Both are cooks making good wages.

The majority of these mothers (60% of them) were born in Kansas and have always lived in the state. (40% of their husbands were also native Kansans, but it is interesting to note that 4 of the 43 were foreign-born.) The occupations of the husbands show three professional men (2 lawyers and 1 Civil Engineer), 1 railroad engineer and 1 auditor among the 43 but the rest were laborers of various sorts, able to provide for their families from day to day but not to save for the future.

Social Status

Three of the 43 mothers had never been married and one other had two illegitimate children before her marriage. The following table giving status of husbands show that by far the greater number of broken homes is from causes other than death.

dead	15
(deserted 4)	
(separated 4)	24
(divorced 16)	
in State hospital	1

Nineteen of the mothers worked before marriage as follows:

Domestic and personal service	10
Office work	4
Clerkship	1
Factory work	2
Teaching	2

Only six of these mothers own their own homes; four are buying; 10 live with relatives; 1 is earning and 22 rent. The rents paid vary from \$2.50 a month for a miserable 2-room shack to \$37.50 for a very comfortable 5-room modern cottage - but the average rent is \$14.50 a month.

The average number of children in these Lawrence homes is two (2.4 to be exact) - a smaller number than the average family receiving Mothers' Aid throughout the state.

Work of Mothers

Now just how do these mothers support themselves and their dependent children? Of these 43 mothers with children under 16, 15 work at home, 28 away from home. The home work included sewing, keeping roomers and boarders, washing, etc. with very irregular incomes. One woman has an electric washer and earns \$40.00 a month doing washings at home. Another has a hemstitching machine and average over \$60 a month. But most of them can make only a few dollars a week.

Twenty-eight work away from home (and that usually means

keeping an older child out of school to care for the younger ones or letting them shift for themselves. Writer found a baby girl of fifteen months being boarded with a negro woman 69 years old who was so crippled with rheumatism that she could scarcely get about. The young mother paid \$3.50 a week to have the baby "cared for" while she worked.

The occupations of the 28 mothers are shown below:

<u>No.</u>	<u>Occupation</u>	<u>Weekly wage</u>
1	washes	\$15.00
4	work in laundry	\$10 to \$12 (hrs. 7:30 to 5)
2	work at paper mill	" "
2	work at poultry house	\$8.00
2	clerk	\$10 to \$12
5	do housework	\$ 6 to \$12
5	cook	\$13 to \$18
1	does chambermaid work	\$12.00
2	nursing work	Irregular - 35¢ an hour
2	stenographic work	\$18 to \$20
1	secretarial	\$125 monthly
1	teaching	" "

The average monthly wage is \$39.00. According to a budget worked out by the Home Economics Department of the University of Kansas and figuring Lawrence prices, a woman and two children would require approximately \$32.40 a month for food alone to secure an adequate diet. Add to this the average rent of \$14.50 and our average wage is already far short of meeting an adequate budget.

The following table gives a graphic picture of 12 of these mothers' incomes, number of children, etc.

Table XIV. Summary of 12 Lawrence mothers supporting dependent children.

Age of Mother	No. children under 16 years.	Weekly income from work	Income from father or other	Total Monthly Income	Health	Rent or Own Home
36 col.	3	\$12.00	none	\$48.00	good	\$2.50 for 2 room shack
35 col.	2	\$14.00	Boys work in summer. Boarder irregularly	\$56.00	fair	\$12. for 3 room cottage.
25 col.	3 (2 illegitimate)	\$3 reg. 35¢ hr. irregularly.	\$3 week from father.	\$30 to \$45 irregularly.	pregnant	\$7.00
57	2	\$8 from boarder	Boy 18 main support.	\$32.00	goiter.	\$25 - 5 rms.
30	2	\$12.00	None--not married	\$48.00	fair	Lives with mother.
39	2	\$12 chambermaid.	Girl 16 usher--\$6 week. Father - \$7.00.	\$100.00	boy asthma	\$6.00
51	1 (1 boy 17)	\$7.00	Farm rent \$25 mo. Boys in H. S. In nursery in summer.	\$128	W. not well.	\$15 3 rooms on 2nd floor.
43	3	Boarders \$15.00	\$43 mo. insurance (almost paid out)	\$103	frail	owns - 7 rooms.
28	3	\$12 paper mill	Mother's pension \$30 16 yr.sis. \$37.50 w. earns irregularly \$48.	\$115.50 3 adults & 3 child- ren.	fair	\$12 miserable rooms.
40	2	\$12 laundry	none	\$48	fair chil. not strong	\$2 wk. for 2 rms. gas heat-expensive
35	5	\$10 if full work--average \$5.00	\$15 Co. poor com. Rmrs. \$15.00	\$35 to \$55.	poor	\$30 for 7 rooms.
37 col.	4	\$10.00	Coal and groc. occasionally from county	.	good	Buying \$12 month

Brief Histories of Lawrence Mothers.

Mrs. W., a colored woman 35 years old, has been divorced more than five years. She makes \$14.00 a week cooking for a fraternity, when the University is in session. Her two boys are 12 and 14 years. The older boys earns \$7.00 a week, in summer, at a bottling works. Then, although, the family has only a three room house (for which they pay \$12.00 rent) they have a roomer part of the time who contributes \$7.00 a month to the family income. Mrs. W's wages are \$56.00 a month. The necessary amount for an adequate food supply, according to budget, is \$39.90; rent \$12; total \$51.90 - leaving a balance of \$4.10 for fuel, gas, electricity, water, clothing and incidentals. However, Mrs. W. has managed quite well with the extra money from the roomer and the boys' earnings - and besides being a cook carries certain assumed privileges with it which help supply the family larder.

Mrs. M. has been getting \$43 a month insurance since the death of her husband 4 years ago and will get this amount for another year. She has three girls, 13, 11, and 7 years. The youngest is not strong physically and is distinctly sub-normal mentally. Mrs. M. herself is frail. She owns her own home and keeps boarders at \$7.50 per week.

Income:		Estimated necessary budget:	
Insurance	\$43.00	Food	\$64.42
Boarders	60.00	plus - Clothing, fuel, gas, light	
	<u>\$103.00</u>	water, incidentals, taxes, etc.	

If she can only keep the boarders she can manage very well - so long as the insurance lasts. But after that?

Maxine is a seventeen year old girl with a baby daughter 13 months old - a lovely baby cared for by the grandmother while Maxine is at work. Maxine earns 20¢ an hour at a poultry house but she has only irregular work and cannot make enough to support herself. The father does not contribute anything to the support of the child. Maxine's mother is very resentful about Maxine and, although she loves the baby, does not see how she and her husband (who is only a day laborer) can afford to keep them.

Catherine is an eighteen year old negro - an illegitimate mother with a baby 16 months old. The father of the baby is a married man who "helps her some" and she earns \$3.00 a week, washing. She lives with a friend; they help each other and although neither have any regular work they "manage to get along." Catherine was entirely unconcerned over her affairs - friends help her and she is getting along allright.

Mrs. S. is 39 and her two girls are 16 and 11, respectively. Mrs. S. earns from \$6 to \$10 a week sewing at home and the 16 year old makes \$4.50 a week as a waitress. The girls are both in High School. Nancy is not strong - she needs glasses but cannot afford them. Mrs. S. is not at all well. She is worried continually about finances. The whole family looks undernourished. Mrs. S. has been separated from her husband for more than five years. He paid \$25 a month for a time, after a court order, but has not been heard from for 13 months. Mrs. S.' father (75 years old) lives with the family and she has him to care for.

Mrs. A. - 28 years old - has a little girl of 7 and twins of 5 years. Her husband is dead and she lives with her mother who is also a widow. The mother gets \$30.00 a month government pension. Mrs. A. works at the canning factory or at the paper mill- wherever she can get work, which she has not had regularly for some time. If she could only have regular work at \$12.00 a week the family would get along nicely. Cora, a 16 year old orphan girl who has always lived with the family, is now making \$37.50 a month at the telephone office. However, she needs all she ma^kes for her own expenses - she must wear good clothes if she is to work as telephone girl! They pay \$12 a month for a five-room shack on the rear of a lot. To provide an adequate food supply and pay the rent they should have \$66.00 a month. In addition, there are clothes to buy, fuel, light, etc. to be provided. They are, fortunately, all in fairly good health - else they could not survive the hand-to-mouth existence they lead.

Mrs. B., whose husband has been dead 8 years, is 51 years old. She has a boy 17 and a girl 14, both in High School. She owns a farm for which she gets \$300 a year rent and she earns \$100 a day doing house work. The boy works during his spare time and tries to make his own expenses but cannot do it while attending High School. The family pays \$15.00 a month rent for three upstairs rooms which are not conveniently arranged for living. The estimated amount necessary for an adequate food supply for this family is \$38.10 - making a total of \$53.10 for food and rent. The total

from the farm and W's earnings is \$53,00 Fuel, light, clothing and incidental expenses must be supplied somehow. Mrs. B. is tired and discouraged. But of course, the boy will soon be through High School then he can help more - only he must give up his cherished dream of college.

Amy and her sister Lorene, with another married sister, live with their mother, a widow, in a 6 room house for which they pay \$12.50 a month. Amy is 30, is not married, but has two children, a boy 8 years and a girl 2 years old. Amy makes \$12 a week in a laundry. Lorene, who is 22 now, was married at 18 to an 18 year old boy who was forced thus to acknowledge his child. He was ordered to pay \$5.00 a week for its support but in the more than three years has paid only \$115 for the boy. He lives with his people and Lorene has employed a lawyer to try to get money from them. Lorene named the father of her little girl with no hesitancy - she claims no particular affection for him and is not attempting to make him support the child. Lorene works at a laundry, also, when she can get a job, or at the poultry house during rush season - making from \$8.00 to \$15 a week. Lorene and her mother discussed their affairs quite frankly with no apparent feeling of shame-- they both seem to regard the children as unfortunate accidents to be tolerated but certainly not to be desired nor worth any particular planning for. Amy was at work so writer did not get to talk to her.

Mrs. C. (39 years old) is divorced from her husband who is supposed to pay \$7.00 a week for the children. He does this spasmodically. Mrs. C. makes \$12.00 a week as chambermaid in one of the second floor hotels on Massachusetts Street. Marie, who is 16 years old, finished 8th. grade and would like to go to business college but cannot afford it. She is working as usher at a movie house for \$6.00 a week. John, the boy of 12, is suffering with asthma and requires constant medical care. In the budget given below it should be noted that no estimate is made for doctor bills, which in this family are rather above the average, and must be paid. Then too, while the family pays only \$6.00 rent the rooms they occupy are entirely inadequate.

Income:		Estimated budget:	
W. earns	\$48.00	Food	\$37.80
Marie "	24.00	Rent	6.00
Man	<u>28.00</u>	Electricity	1.10
		Gas	2.00
		Fuel	3.99
		Clothing	15.65
		Incidentals	<u>4.26</u>
	\$100.00		\$70.80

Mrs. K., a colored woman of 25 years, has been separated from her husband only a few months. She has two illegitimate boys, 6 and 9 years, a little girl of 18 months by her husband, and she is pregnant now. Mr. K. pays her \$3.00 a week and she earns about \$3.00 working at the rate of 35¢ an hour. Her work however, is very irregular.

Income:		Estimated amount necessary:	
Man pays	\$12.00	Food	\$34.50
W. earns	24.00	Rent	7.00
	<u>\$26.00</u>		<u>\$41.50</u>
			plus heat, light, extras, docotr bills, etc.

Mrs. L., a colored woman of 40 years, has been a widow for 7 years. She bought her home in August 1921, paying \$100 down on the \$1200 cost price, and paying the balance at \$10 a month. Mrs. L. is always well and is able to work hard which she has always had to do. The oldest child, Mike, is now 14 and is able to do odd jobs in the summer time. She is counting on him to help quite a lot from now on. It has been a hard struggle to keep going these 7 years. Vera, who is 11 now, has always had eye trouble which gave a good excuse to keep her out of school a great deal to care for the younger ones. Mary is now 10 and the baby Gertrude 7 - all in school. Vera is the housekeeper at home and manages to do a lot for her mother. But it is a great relief to have the little girls old enough to go to school.

Mrs. L. formerly made \$13 a week as cook but when the cafe closed she was without regular work for a long time. She applied for Mothers' Aid but was told that none are given in this county. She has been given irregular help, occasional grocery orders and coal, but she disliked so to be asking for help that she got along most of the time and they simply did without what she could not earn. For the past two years, however, she has had a regular position again, this time with wages of \$12.00 a week - so living has been a bit easier.

Part IV.CASE STUDIES OF FAMILIES WHO HAVE BEEN RECEIVING MOTHERS' AID
FOR AT LEAST FIVE YEARS.

In choosing for study only those families which had been receiving Mothers' Pensions for a period of five years or longer, it was assumed that if Mothers' Aid really means more than ordinary "charity", if in administration the Mothers' Aid law is accomplishing the intent of its promoters, certain results might reasonably be expected to be exhibited after a period of that length. It was hoped that questions which had arisen might be answered, namely:

Has the pension had a tendency to produce pauperization or has it actually aided in keeping up a normal standard of living?

Does the mother regard the pension as charity or as just financial aid?

What other solution would have been possible had there been no pension?

The writer tried to get specific information, in so far as possible, from each family and to that end the following outline was kept in mind in making contacts with the families: in order to get data on the points listed:

Economic:

- Occupation of husband - earnings.
- Type of home - standard of living before Mothers' Aid
- Charity received before Mothers' Aid.- present.
- Amount of pension - other income, earnings, etc.

Physical:

- Health history of family
- Housing
- Food - clothing

Social:

- Standards of living Education
- Recreation

Social: (cont.)
 Community attitude toward mother.
 Attitude of mother regarding pension.

Because writer was compelled to make her interviews, in every instance, with a member of the Mothers' Aid committee present, they were, of necessity, curtailed in some cases and in some cases (in the writer's opinion) constrained. Naturally the mothers wanted, rather above all things else at the time of the interviews, to please the committee member! Then too, it was somewhat difficult to secure the information desired in the presence of someone who presumably already had this information in her possession.

Whether or not the answers to any of the questions are given or even suggested in these brief case history summaries the writer would like the reader to judge for himself as he reads them.

Case Summaries.

The Burman family was granted Mothers' Aid because Mr. Burman is "physically unable to support himself and his family." He is almost totally blind, he can still distinguish light, can locate objects as dark forms, but cannot recognize features. He is also having increasing difficulty in walking and falls often. (A member of the Mothers' Aid committee informed writer that he is suffering from locomotor ataxia of syphilitic origin but available records give no hint of such diagnosis nor any record of treatment.) Mr. B. says doctors never did anything for him and that he has not even seen a physician for more than three years.

Mrs. Burman is of slight build and does not look strong but is well. She had to have nearly all her teeth pulled and has a plate but does not wear it because it hurts. The children are all in good condition, judging from casual observation and Mrs. Burman's statements.

The Provident Association has been in touch with the Burman's irregularly since 1912, when their record shows a Christmas basket given. The entry states "Not enough money to pay taxes - asked to come to P.A. office but did not come." Then in October 1916 it is reported that the County is paying \$10.00 a month blind pension. In April 1919 - "Poor Commissioner reports County has cut off M's (man's) pension as it has been demonstrated that M. is not blind." Four months later - August 1919 - the Public Health Nursing Association asked investigation as children appeared underweight. Then Mr. Burman was re-examined and a definite report obtained from the physician that his trouble was a "wasting of nerve fibres - hopeless- progressive." Another three months passed when the Mothers' Aid Committee recommended a regular grant of \$10.00 a month, which amount in groceries, plus coal in winter, has been given regularly since that date (November 1919).

The family at present consists of Mr. Burman 46, Mrs. Burman 39, Thelma 19, Warren 16, Lucille 13, Carl 9, and Mary 5 years old. Thelma is with Mrs. Burman's sister in a nearby city. (Writer was told that this sister had been a prostitute but she is old now and is alright!) Warren has a work permit (he did not finish 8th. grade) and is just now trying to get a job. Lucille is in 6B grade at school, Carl

in 1 A, and Mary has just started to Kindergarten. Mr. Burman's father (83 years old) was also a member of the family temporarily, visiting from the "Home" for a short time. It is of interest to note that of the five children, three have been born since the first Provident Association record - and two since the family has been getting regular county aid.

The family has owned its own home since 1904 (purchased for them by Mr. Burman's parents) a neat, five-room cottage with a yard for garden and chickens (of which they had neither this spring.) Mrs. Burman does two or three washings a week, making \$2.50 to \$3.00 which is their total income except for the aid given by the county and interested individuals. Irregular entries on the Provident Association record show the family getting 2 to 3 quarts of milk daily; some Club interested in them and buying clothing, sending groceries, etc.

In November 1920 (just a year after the Mothers' Aid grant was made) the estimated minimum budget needed for the family, was figured by a Provident Association worker to be \$115.65 per month and the income -

Mrs. B's earnings	\$13.00
County aid	10.00
Coal	12.00
	<u>\$35.00</u>

Apparently no attempt was made to meet the deficit.

Almost a year later the Visiting Housekeeper was asked to take over the family. She arrived at the home the day the last child was born and found Mrs. B. entirely unprepared with clothing for herself or the new baby. Clothing was furnished, cooperation of a local club secured and the house papered and

various things done for the family. But Mrs. Burman became resentful of the Provident worker and requested her to stay away. For three years no recorded visits were made. Then the record shows the Provident Association had a special gift of \$25 to be spent for a family in which the man was blind and this family was chosen.. They were given clothing and some additional household goods besides the \$25.00

So the situation of the family continues much as it has for years. The Provident Association does not consider them their "case" because it is a Mothers' Aid family and since they were requested to keep out of these families they do not make regular visits. The Mothers' Aid committee knows the conditions in the home and keeps in touch with the family more or less closely but it is unable to do more for the family and does not keep records of what it does do. Mrs. Burman still takes in washings making about \$3.00 a week. Mr. Burman rubs the clothes for her - he cannot see but he can rub and she tells him when to stop. She does not think he can last much longer. He is not always rational now and is becoming increasingly less able to take care of himself even about the house.

Mrs. Coon applied for Mothers' Aid just ten years ago. She was granted \$15 a month which some five years ago was increased to \$20. According to law it will have to be discontinued in less than 2 months (July) when the youngest child will be 14 years old.

Mrs. Coon was born and reared on a farm; married when she was 15. Her husband, who was 5 years her senior became a travelling salesman and provided only fairly well for the family. He died before Fred was born leaving no property nor insurance. Mrs. Coon's mother, also a widow was with her and they started a home bakery, delivering pies, cakes and bread with market baskets.

About five years ago the mother bought $5\frac{1}{2}$ acres about 8 miles from Topeka, paying \$250 down and under contract to pay the balance of the \$2,200 at \$15 a month. Mrs. Wright, the mother, is 59 and looks frail but says she is really quite well and better able to do hard work than her daughter. The family consists of Carl 16, Clarence 15, and Fred almost 14. Carl just finished the 8th grade and is much concerned over getting a job.

Mrs. Coon has had very little work all winter. She had a little more than a week demonstrating food products at \$3 a day. She is an expert cake maker but cannot afford to bake them for the price she can get. They have a cow and sell cream (they buy oleomargarine for home use). They have a few chickens and have plenty of milk, eggs and chickens to use but very little produce to sell. Mrs. Wright has a female Spitz and has sold

\$150 worth of her puppies. They also raise fox terriers which they sell for \$5 to \$15. In spring and particularly around Decoration Day they make extra money selling flowers. The neighbors are very kind - they give extra produce, hire the boys for labor in summer, and just now Mrs. Coon has three heifer calves which were given her by friends.

On the whole the family has been quite free from sickness although a year ago one of their dogs went mad and they all had to take Rabies treatments. Mrs. Coon paid for the first treatments (\$30) then the County assumed responsibility (upon recommendation of the Mothers' Aid Committee) paying for the remainder (about \$150).

The Coons are only a mile from church which they attend regularly, the boys being particularly interested in Christian Endeavor. They have the average life of a farmer boy, which their mother so much desired for them. They have gotten along much as any other family with limited income.

Gertie Smith. According to the Mothers' Aid application (which is the only record available) Gertie Smith's husband is dead but she ^{writer} told that he had deserted her when the youngest child was only a baby. She has had the sole care of her family of eight children since.

Mrs. Smith, a colored woman, has for five years (since the death of her mother) lived in a house belonging to her and her 4 brothers and sisters and for which she does not have to pay rent. Her taxes last year were \$43, which she was supposed to pay but did not.

Mrs. Smith bought an electric washer some years ago but has only paid \$35 on the original price of \$165 and now it is "out of fix" and she thinks she will just let it go back. She makes about \$10 a week washing at home. Sam, the oldest child at home, 17 years old, has only recently gotten a regular job at a hotel at \$10 a week. However, he does not pay his mother any regular sum but "helps out all he can". There are two married children (a son and a daughter) and a 20 year old son "somewhere in Kansas" none of whom help Mrs. Smith any. The 4 younger children are all in school; Pearl 16, a Freshman in High School, Marian 13, in 7B, Johnnie 11, in 4B and Tom 8, in 3A.

Mrs. Smith has been getting \$15 a month as Mothers' Aid since July 1922 - almost five years - and in addition coal in winter. She is a capable sort of person and is able to get along quite comfortably with this regular sum assured.

Lillian Hall has been a widow for 5 years but she and her husband were separated before his death. She says he was mentally unbalanced and did not contribute to their support for some time before his final illness and that the only thing he left them was \$1,500 in debts.

Mrs. Hall is not well - she had a rather serious time two years ago with gastric ulcer and has never fully recovered.

Marie, 14 years old is a Freshman in High School. She shows some talent in drawing and is very much interested in it. Lucy, 12, is in 7A grade and Maurine 9 years old in the 3d grade.

Maurine has a congenitally dislocated hip and limps badly. She has been treated.- was in a hospital a year and a half but was finally taken out against the wishes of the attending physician because Mrs. Hall felt that she could not stand being confined any longer.

Mrs. Hall came to Topeka and put the children in the Children's Home where she paid \$10 a week for the three of them for 2 years. She applied for Mothers' Aid and was granted \$15 a month cash three years ago. The girls were kept in the Home about a year after she began receiving Mothers' Aid then she took them and started keeping house.

At the present time they are very comfortably located. Mrs. Hall rents a house for \$30 a month and then sub-rents the first floor for \$25 and her family lives upstairs.

However, she does not have a regular job and she is constantly worried about expenses. She thinks that worrying is causing a recurrence of the stomach trouble and tries not to worry but can't help it. She does all sorts of things to earn for her girls. She sold coal and earned her fuel last winter; she sells some insurance; she sews; she made \$2.50 commission selling a sewing machine, etc. She went into an office at \$10 a week with the promise of a good job when she had learned the business but after working almost three months found that her employer never intended to pay more--that he was in the habit of taking girls to "learn the business". Mrs. Hall is quite discouraged over that, for she worked unusually hard to make good and has nothing to show for it.

She does not know what she could have done without Mothers' Aid. She often wishes it were more but is grateful for what she gets.

Mrs. Miller's husband was a switchman earning a fair salary. They were buying their own home and managing to get along comfortably when Mr. Miller died of influenza in 1919 leaving Mrs. Miller with three children, the youngest only a few months old. There was \$1,600 insurance and Mrs. Miller paid off the \$400 indebtedness on their home and after paying funeral expenses and a few other debts managed to live on the balance of the money for about a year and a half before applying for help. She was granted \$15 a month Mothers' Aid more than five years ago.

Mrs. Miller has only recently completed a deal for a new home. She is apparently a very good business woman - she held to her original price of \$4,000 for her old property which the railroad was trying to buy and finally got her price. She then paid \$4,000 cash for a 7 room modern house in a very desirable neighborhood. She owes about \$100 on this place but gave her personal note for this and can pay at her leisure.

The family consists of Mrs. Miller 42, Anna 19, John 14, Betty 8, and Mrs. Miller's father 74. There is also a "boarder" who pays \$8 a week. Myrtle finished 8th grade but then had to go to work although she would have liked to go to High School. She earns \$60 a month in the Santa Fe offices and is going to business college at night, paying \$8 monthly tuition. Mrs. Miller's father has high blood pressure and is deaf. Mrs. Miller does not feel that she can leave him and so does not try to work outside the home. She has an electric washer and does a few washings, at present making about \$5 a week. Her father has no income or property but is dependent on his children. A son helps some but he is only a tenant farmer with a family of 5 children so he cannot give much. Mrs. Miller hopes to get more

boarders since she is in such a good location and expects to make a fair income from her house.

Mrs. Miller is a self-reliant sort of person, reserved and proud. She is a bit sensitive about getting Mothers' Aid and says she would not take it if she "did not just have to have it".

Estimated budget:	Income:
Food \$68.18 (including boarder)	Myrtle \$60.00
Extras 4.93	Mothers' Aid 15.00
Household g. 8.11	Boarder 32.00
Clothing 20.40	Mrs. M. earns 20.00
Fuel 2.11	
Gas, elect. 2.20	\$127.00

\$105.93

The estimated budget does not allow for taxes, repairs, etc. for the house, nor Myrtle's tuition at business college, etc. The Mothers' Aid committee was not consulted about the buying of the house. Worker suggested that it might have been better for Mrs. Miller to buy a cheaper house and put some of her money on interest but the chairman felt that she had made a very wise deal.

Mrs. Farmer was granted Mothers' Aid in July 1921 just three months after her husband was sent to the State Hospital for the Insane, (he has been dead three years now). The Provident Association record shows Mrs. Farmer at their office in March 1920 asking for groceries and gives the information that Mary, the older child, was born 10 months before Mrs. Farmer's marriage but that Mr. Farmer was Mary's father. The Farmers apparently did not get on well. They had no home of their own but lived with his people, he lost his job as signal man for the railroad which paid \$110 a month and had only irregular work, so Mrs. Farmer left him (nine months before the birth of Charles)

and they were finally divorced. Mrs. Farmer is now 43, Mary 8, and Charles 6.

Mrs. Farmer is quite deaf and has always had asthma very badly. She is now using a medicine of which she learned through a sample left on her doorstep. This costs \$5 a month. She is sure she is being benefitted by it. She had to have all her teeth pulled last winter and that meant extra expense. Mary has cross eyes which will eventually be corrected if she will only wear her glasses faithfully. These glasses were provided by the school nurse who also made arrangements to have Charles' tonsils removed only last week. Both children are fine sturdy-looking youngsters. Mrs. Farmer buys milk every day, sometimes two quarts but always one, and tries to be careful of their diet.

The children go to Sunday School regularly. Mrs. Farmer does not go because she does not have good enough clothes. She has no recreation but seems to feel no lack.. She is very devoted to her children. Mrs. Farmer's mother, Mrs. Jones 63 years old, lives with her and they share expenses. Mrs. Jones has been working at the same cafe for 4 years, making \$7 a week. Mrs. Farmer earns about \$5.00 a week doing housework. They pay \$16 rent for a 3 room cottage. Their home is neat and clean and fairly comfortable even though they do cook and eat in one room and have beds in both the others. Mrs. Farmer admits she is better off now than when she was living with her husband. Their income consists of Mothers' Aid \$25, Mrs. Farmer \$20, and Mrs. Jones \$28. Mrs. Jones gets part of her meals at the cafe and Mrs. Farmer has a lot of things given

her by the people for whom she works.

The Provident Association record shows that Mrs. Farmer asked for an increase in her allowance in October 1925 saying that she had asthma too badly to wash, but none was granted. The family is remembered at Christmas with a basket from the Salvation Army or some Sunday School class, otherwise they manage to get along without any assistance except the regular Mother's Aid.

Mrs. Farmer is very grateful for this Mothers' Aid. She does not know what she could have done without it except to give up the children.

Mrs. Hunt is 36 years old, has six children; John 16, Lucile 12, Joe 10, Marie 8, Emma 6, and Barbara 4. Mr. Hunt (Russian born, but in the United States since he was 12) is a laborer and never adequately supported his family. As early as Christmas 1920 Mrs. Hunt's mother who lives near her, went to the Provident Association to ask for a basket for the family saying that the husband was out of work. Mr. Hunt was drinking and lost his job, but was reinstated when Mrs. Hunt went to the Superintendent. The story is one of his being out of work most of the time and finally being arrested for making corn whiskey and ordered out of town after several weeks in the city jail.

Lucile, the 12 year old girl, developed tuberculosis and was sent to a sanitarium for some months. It was while she was there that the baby was born. Shortly after this the family went to Minnesota where Mr. Hunt had a sugar beet farm rented. The whole family worked in the sugar beets and would

have gotten along all right but Mr. Hunt continued drinking and was so abusive Mrs. Hunt left him and came back to Kansas. She said she was "having child after child" and no way to take care of them and she just decided to stop it.

She applied for Mothers' Aid shortly after returning and was granted \$20 cash per month in November 1924 which amount she has been getting regularly since.

The family live in a house belonging to Mrs. Hunt's brother and although they are supposed to pay rent they are not pressed for it. Her father and mother live near and keep the youngest child while Mrs. Hunt is at work and get lunch for the other two during school. (Her father is a retired railroad man and owns two houses). Her sister also lives in the neighborhood but she has 8 children of her own so is not able to do much for Mrs. Hunt. However, she does have their companionship and is assured of immediate help from her relatives in any emergency. She has been working at a laundry for almost three years making \$13 a week now (hours 7:30 to 5 and a half day on Saturday). John has been working for 6 months now making \$35 a month and his board and room at a hospital.

Mrs. Hunt is not at all well. Last year she was very ill with gastric ulcer--was in the hospital 9 weeks. The chairman of the Mothers' Aid committee arranged for her hospital care. She got false teeth some 2 years ago which do not fit so she does not wear them--she thinks perhaps not having teeth is causing a recurrence of her stomach trouble.

Mr. Hunt writes to the family but never contributes to

their support. In a letter recently received from him he told his wife all about his sweetheart and that he would get married again if she didn't care. However, he has no divorce so that is impossible. Mrs. Hunt insists she never expects to live with him again.

Mrs. Hunt is an energetic, capable persons, keeps an immaculate house and manages to keep the children well-clothed. A reading club has been interested in the family for several years and its members are continually helping them with clothing, etc. Mrs. Hunt keeps up small insurance policies for each member of the family except Lucile on whom she cannot get insurance. She herself has \$1,000 policy through group insurance at the laundry for which she pays 60¢ a month and her employer the balance.

Maud Kerr was granted \$6 a month (for rent) in February 1922 and has been getting that amount regularly since. Her rent now is \$15 a month, in fact has never been as little as \$6 since the time Mothers' Aid was granted.

Mrs. Kerr is a colored woman of 37 years with boys, 16, 13, and 11 years old. Her husband deserted when the baby was only 6 weeks old--but then she had always had to work anyhow so his going made little difference. She had "hard going" at first although she is a good worked and can always command 35¢ to 40¢ an hour and for some years has had her regular families to work for so that she makes about \$14 a week. But when the children were little and she had to take them to the nursery every day (where they were cared for 5¢ a day each) and they were so tired when she finally got them home after

work that they often went to bed without their supper--those were the days of hard times. They are getting along nicely now, for Willie, the 16 year old, is making \$10 a week working in a grocery and although he does not pay his mother any regular sum he helps out. They have been fortunate too in that none of them have ever been sick and they have never had a doctor. Mrs. Kerr's "folks" (the white people for whom she works) are good to her too--most of her furniture, rugs, etc. have been given to her as well as practically all their clothes. Mrs. Kerr seems to think the \$6 is a mighty little bit to give but she has never asked for more--she shows great pride in the fact that she has gotten along aswell as she has with so little help. She has always felt free to call the chairman of the Mothers' Aid committee, however, whenever she felt any particular aid and has gotten coal several times and also gets a Christmas basket.

Mrs. Means 39 years old has two children Marie 11, and John 16. She has been getting Mothers' Aid for 5 years (\$10 the first year and since then \$15 a month). They have four rooms over a store in a neighborhood not particularly desirable for the children. However John has recently joined the Boy Scouts and Mrs. Means is hoping that will have very great influence on him.

Mrs. Means is not very well but is working regularly every day in a factory making \$3 a day. It is seasonal work however and she will soon have to be looking for something else. If she could only make that amount every day they would get along splendidly but having seasonal work and not being well makes the future most uncertain.

Mrs. Jones is a wholesome, healthy young colored woman of 32 years. She was married to a man 23 years her senior when she was barely 17. Mr. Jones was a tenant farmer - however, he did own his own stock and implements. The family was getting along very nicely when Mr. Jones died of influenza in January 1922, leaving Mrs. Jones with 5 children, boys of 7, 9, and 10 years respectively, girls of 2 and 4 years and another baby expected in about a month.

Mrs. Jones' only relatives are a half-brother and half-sister in Texas. She went to them after her husband's funeral and stayed until the new baby was several months old. But her people could not support her and she could not get work so she returned to Kansas. She had enough money left from the sale of the stock and farming implements to buy a two-room house with a garden plot for which she paid \$450.

She applied for Mothers' Aid in June 1922 and was granted \$20 a month cash and fuel (one ton of coal a month is the usual allowance). There has been a constant struggle since to maintain a home for the six children.

In August 1922 a member of the Mothers' Aid committee reported Mrs. Jones to the Provident Association as needing furniture and she was given 2 beds, a table and chairs from the Provident Association store room.

The Provident Association kept in regular touch with Mrs. Jones and provided clothing as needed. In October the visitor records "House neat, children in school. Mrs. Jones talked very freely saying amount given as mothers' aid was not enough.

to pay her grocery bill and she had been using earnings of two older boys. (Virgil 11 was earning 50¢ a week as church janitor.) Again in March 1923 - "Mrs. Jones said county aid did not reach from one month to another and she had to start a grocery bill. Any grocery would credit her she said, knowing she would pay but she would like to get work and not have back bills to pay".

Mrs. Jones went out to work as soon as the baby was weaned and managed to save up enough in the summer of 1923 to have her little house papered. Then in April 1925 she got a regular job of housework and kept Jerome at home to take care of the younger children. Provident Association eventually made arrangements to have them cared for at the Colored Training Center and gave Mrs. Jones car checks to go to work. That summer she saved up enough to pay off a debt of \$65. Virgil did odd jobs, gardening, etc. and earned enough to pay for his school books and buy some clothes for himself. The Provident Association record shows repeated trips to the office by the children asking for shoes and clothing.

In November 1925 the case was reported closed by the Provident Association as it was a Mothers' Aid case. However, in January 1926 clothing was again given and in August a load of kindling sent.

Mrs. Jones is a devoted church worker and has ^{been} helped a great deal by the church in substantial ways. The children go to Sunday School regularly.

She does housework at 40¢ an hour whenever she can get it but has practically no work all winter and times have been rather hard. However, it will be better this summer for she has fairly

regular work in the truck gardens near her home and Virgil can get \$1.50 a day there too. He is making from \$3 to \$4 a week now working at the court house after school.

The family are all in good health except Jerome who three years ago was advised to have his tonsils out. He has always been retarded in school and now at 14 years is only in grade 4B. The youngest child just started to kindergarten and the other children are all well along in their school work.

Mrs. Jones is very grateful for Mothers' Aid. She just could not have gotten along without it. She does not complain that it is not enough. But she did casually mention that they were having to carry water from the neighbors - their pump has been broken for some months and she has not had enough money to have it fixed. The furniture is exceedingly meager - the heating stove cannot possibly serve another winter - there was not enough money to pay taxes last year.

Part V.SUMMARY AND CONCLUSIONS.

The ultimate solution of the Mothers' Aid problem is eventually to prevent dependent widowhood. With the combined forces of all forms of social work, this ideal goal is nearing but very slowly. Widespread health education is doing much to lower the death rate; workmen's compensation and employers' liability laws are contributing to the relief of labor; insurance legislation is decreasing premiums and increasing thrift; better marriage laws, uniform divorce laws - all the social reforms of the day are lending their little currents to the tide that will finally sweep out the need for Mothers' Aid.

But the here and now must be considered. And there is need. Kansas needs a working solution for the effective administration of Mothers' Aid according to the law now on its statute books (or a revision of that law) or it needs to discard Mothers' Aid altogether.

This study is far from conclusive. However, the writer has only attempted to present the facts as found - with little interpretation. They are clear enough. They show with finality that the Mothers' Pension law is not functioning in Kansas.

1. It is altogether ignored in practically two-thirds of the counties.
2. In most counties it is administered simply as a form of "poor relief" which is contrary to the philosophy of Mothers' Aid.

3. The amounts granted are, in most instances, so small as to make the avowed purpose of Mothers' Aid impossible of achievement.
4. Practically no case work is being done, i.e.,
 - a. With few exceptions there is no real analysis of the situation.
 - b. "Investigation" is largely limited to determining "worthiness".
 - c. Little attention is paid to anything except maintaining bare existence - health, education, recreation, social standing, development of personality are generally ignored.
 - d. Rarely is a long time plan worked out with the mother.
 - e. Contacts are few and superficial.
 - f. There is little personal service.
5. No adequate records are kept which might form the basis of determining the scope of need in the state and be a guide for judging accomplishment and aid in formulating effective plans for the future handling of the Mothers' Aid problem.

This study raises questions to which it barely suggests the answers. The writer has accomplished her aim if she has given a basis for and any impetus to a further analysis of the situation. These questions must be faced, however:

1. Could the Kansas Mothers' Pension law be administered so as to fulfill the intentions of its promoters?
2. Would state supervision and state aid make for effective administration?

3. Do families to which Mothers' Aid has been given for a period of years show any marked superiority over other dependent families as to family solidarity, in noticeably higher standards of living, in better education for the children, etc.?
4. Or is it true they might have "gotten along" without help almost as well (by making better adjustments for themselves) as with the inadequate amounts allowed as Mothers' Aid?
5. If only "relief" is to be given are we not making a useless arbitrary distinction in labelling some grants Mothers' Aid as differing from regular poor relief through the county poor commissioner?
6. Are there justifiable reasons for materially extending the service?

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A P P E N D I X .

Ch. 92, Art. 1, Section 6824 of General Statutes of 1915:

#8. That the board of county commissioners may in their discretion allow and pay to poor persons who may become chargeable as paupers, and who are of mature years and sound mind, and who from their general character will probably be benefitted thereby, and also the parents of idiots, and of children otherwise helpless requiring the attention of their parents, and who are unable to provide for said children themselves, such annual allowance as will not exceed the charge of their maintenance in the ordinary mode, the said board taking the usual amount of charges in like cases as the rule for making such allowance: Provided, That in any case where the mother of any child or children under the age of sixteen (16) years shall have the sole care and custody of such child or children by reason of such mother being a widow, divorced, or by reason of the husband of such mother being physically or mentally unable to earn a living for himself and family, or by reason of his being lawfully confined in any penal or other state institution, or by reason of the husband of such mother having at all times for three months last past abandoned or deserted such mother without just cause or collusion, and where such mother has been an actual and bona fide resident of the county for one year next preceding her application, and where such mother is a provident woman of good moral character and a fit person to have the care and custody of such child or children, and is financially unable to support such child or children, and where such child or children have not sufficient property or income to support such child or children, such mother shall be entitled to a "mother's aid" in caring for and supporting such child or children from the county in which she is a resident at the time she makes application; and in all such cases it shall be the duty of the county commissioners to pay to such mother, by way of allowance or pension, such sum, monthly, as may be reasonably necessary to support such mother and child or children, not to (exceed) exceed the charge of maintenance in the ordinary mode, which may be increased or diminished from time to time as may be necessary, just and reasonable; Provided, That the total sum allowed to any one mother coming under the provisions of this act shall not exceed the sum of twenty-five (\$25) dollars per month: And provided further, That before any such allowance or pension shall be granted as set forth in such application that she is an actual and bona fide resident of such county, and that she has been at all times for one year resident of such county, and that she has been at all times last past, that she is the mother of such child or children, and setting out a list of her property and that of such child or children together with the amount of income therefrom, and stating that she is financially unable to support and educate such child or children, and stating that she is a widow, or that her husband has abandoned her, and stating the date of abandonment, or that the husband is mentally or physically unable to earn a living for himself and family, or that the husband is confined in one of the state institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavit of two disinterested householders of the

of the township in which such mother is a resident, setting forth the same facts and the mother is a woman of good moral character and a fit person to have the care and custody of such child or children, and thereupon, and before granting any such allowance, or pension provided for in this act, the board of county commissioners shall name and designate three reputable women, in no way related to such applicant, residing in the township or city where such applicant resides, who shall without compensation investigate such applicant, and report in writing to said board, under such rules and regulations as the board may prescribe or require. And after a full investigation the said commissioners shall decide and determine whether such applicant is entitled to such allowance or pension, provided for in this act, but nothing in this act shall be construed as repealing any laws now in force giving the county commissioners power to grant aid to the poor in their respective counties.

Ch. 138. Laws of 1917. Pensions for Widows and Dependent Children. House bill No. 273.

An Act to amend chapter 261 of the Session laws of 1915.

Be it enacted by the Legislature of the State of Kansas:

Section 1. That section 6624 of the General Statutes of 1915 be amended so as to read as follows: Section 6624. That the board of county commissioners, may, in their discretion, allow and pay to poor persons who may become chargeable as paupers, and who are of mature years and sound mind, and who from their character will probably be benefited thereby, and also the parents of idiots, and of children otherwise helpless requiring the attention of their parents and who are unable to provide for such children themselves, such annual allowances as will not exceed the charge of their maintenance in the ordinary mode, the said board taking the usual amount of charges in like cases as the rule for making such allowance; provided, that in any case where the mother of any child or children under the age of sixteen (16) years shall have the sole care and custody of such child or children by reason of such mother being a widow, divorced, or by reason of the husband of such mother being physically or mentally unable to earn a living for himself and family, or by reason of his being lawfully confined in any penal or other state institution, or by the reason of the husband of such mother having at all times for three months last past abandoned or deserted such mother without just cause or collusion, and where such mother has been an actual bona fide resident of the county for two years next preceding her application, and where such mother is a provident woman of good moral character and a fit person to have the care and custody of such child or children, and is financially unable to support such child or children, and where such child or children have not sufficient property or income to support such child or children, such mother shall be entitled to a "mother's aid" in caring for and supporting such child or children from the county in which she is a resident at the time she makes application; and in all such cases it shall be the duty of the county commissioners, to pay to such mother, by way of allowance or pension, such sum, monthly, as may be reasonably necessary to support such mother and child or children, not to exceed the charge of maintenance in the ordinary mode, which may be increased or diminished from time to time as may be necessary, just and reasonable; provided, that the total sum allowed to any one mother coming under the provisions of this act shall not exceed the sum of twenty-five (\$25) dollars per month; and provided further, that before any such allowance or pension shall be granted as set forth in the foregoing proviso, it shall be the duty of such mother to file in the office of the county clerk of the county in which she is an actual and bona fide resident at the time as hereinbefore provided, an application for mother's aid for caring for and supporting such child or children and setting forth in such application that she is an actual and bona fide resident of such county, and that she has been at all times for two years last past, and that she is the mother of such child or children, and setting out a list of her property and that of such child or children, together with the amount of income therefrom, and stating that she is financially unable

to support and educate such child or children, and stating that she is a widow, or that her husband has abandoned her, and stating the date of abandonment, or that the husband is mentally or physically unable to earn a living for himself and family, or that the husband is confined in one of the state institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavit of two disinterested householders of the township in which such mother is a resident, setting forth the same facts and that the mother is a woman of good moral character and a fit person to have the care and custody of such child or children, and thereupon and before granting any such allowance or pension provided for in this act, the board of county commissioners shall name and designate three reputable women, in no way related to such applicant, residing in the township or city where such applicant resides, who shall, without compensation, investigate such applicant and report in writing to said board of county commissioners under such rules and regulations as the court may prescribe or require. And after a full investigation, if said board of county commissioners shall find that unless relief is granted the mother will be unable to properly support and educate her children, or that they may become a public charge, and that the statements alleged in the application are true, it shall make an order finding and determining such facts and thereby and therein fixing and determining the amount of money which it deems necessary for the county to contribute toward the support of such mother, child or children, and that such sums of money or so much thereof as the board of county commissioners shall deem necessary and proper shall be paid to such mother for said child or children as directed and prescribed by the board of county commissioners; provided, that any payments of money may be increased temporarily by the board of county commissioners in case of sickness or unusual condition, and decreased in like manner when deemed unnecessary; and provided further, that the court may, in its discretion, order the amount of aid to be given in supplies instead of money.

Section 2. A certified copy of such findings and order of the county commissioners shall be filed with the county clerk of the county where such proceedings are had, and thereupon and thereafter, and so long as such order remains in force, it shall be the duty of the county clerk each month to draw his warrant on the general fund of the county in favor of the person and for the amount specified in such findings and order. Such warrants shall be delivered to the person designated in said findings and order upon the executing of a duplicate receipt therefor, one to be filed with the juvenile court, and one to be filed with the county clerk. It shall be the duty of the county treasurer to pay such warrant out of the funds in the general revenue fund of the county when properly presented. But nothing in this act shall be construed as repealing any laws now in force giving the county commissioners power to grant aid to the poor in their respective counties; provided, that it shall be unlawful for any attorney to receive any fee for bringing the proceedings in the juvenile court provided herein.

Information from _____ County, Kansas.

Administration of Mothers' Pensions.

- 1 Total pension budget from July 1, 1921, to July 1, 1923 _____
- 2 Total number of families receiving pensions during this period _____
- 3 Total number of children in these families _____
- 4 Total number mothers applying for aid since July 1, 1921 _____
- 5 State principal reasons for denying:

Please enter below, for each family separately, data in regard to families on your pension list at present time.

Specify whether widowed or other status.	Number and ages of children for whom pension is granted	Other children living at home (ages)	Monthly pension grant	Income from other source (earnings, charity,)
--	---	--------------------------------------	-----------------------	---

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2				
3				
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QUESTIONNAIRE ON ADMINISTRATION OF MOTHERS' PENSIONS IN KANSAS.

Information from _____ County.

If your County gives aid to mothers with dependent children only through the County Poor Commissioner please check here. _____.

If your County grants Mothers' Pensions according to the law of 1921 please fill out the following schedule for each mother now getting a pension or regular allowance.

Husband dead, deserted, divorced, in prison, in state hospital. Specify which.	Ages of all boys in the family	Ages of all girls in the family.	Amount of monthly allowance	Date granted.
1.				
2.				
3.				
4.				
5.				
6.				
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Application for Mother's Aid.

Of Mrs.

State of Kansas, County, ss.

On this..... day of....., A. D. 191....., personally appeared before me, a
..... in and for the County and State aforesaid, the above named applicant,
aged..... years, who, being first duly sworn according to law, declares that she has been a continuous resident of
..... County..... years..... months last past;
that her present residence is.....; that she is the mother of.....
child..... now living, whose names, age, marital condition and present addresses follow:.....

that of the above.....
(Give name of each child.)

..... live with her, and the physical
condition of such child.....

that the relationship, names and addresses of her living relatives are:.....

that her husband is.....
(Here state whether dead, divorced, lawfully confined in a penal or other State institution, or unable by reason of physical or mental disability to provide for his family; also, if dead, the cause, date and place of death, and whether he left any property or life insurance; if divorced or confined, the date and cause of such divorce or commitment.)

that she was..... living with her husband at the time of his death; that her father's name and address are.....
(If living, give name and address.)

that she owns property, real and personal, as follows:.....

that her child..... own property, real and personal, as follows:.....

that the income from the property either owns is \$.....per month; that she rents her home from.....
at \$.....per month, and owes \$.....rent at this time, and \$.....
of other debts to.....

that her entire income, including earnings of child....., is \$.....monthly; that she has received relief from public
and private sources as follows:.....

that she is employed away from home by.....
at....., and earns \$.....monthly; that since her husband's death she has
been employed away from home.....months,.....years; that she has in bank \$.....
and authorizes the investigator to inquire at the.....Bank; that she attends church at the
.....Church, and the child.....attend Sunday School at the
.....Church; that her physician is Dr.....; that
if an allowance is made her, she can earn \$.....per week from work at home, and that if refused an allowance she
must work away from home to support herself and child.....; that she will agree to notify the County Clerk, in writ-
ing, promptly, of any change in her address; that she has known the following persons (3) at least two years:.....

Remarks:.....

....., Applicant.
Subscribed and sworn to before me, this.....day of....., 191.....
....., County Clerk.
By....., Deputy.

We, the undersigned, resident householders of.....County, know the above-named
applicant, and verily believe that she is a woman of good moral character and a fit person to have the care and custody of her
child.....; that the above statement is true; and hereby declare that we have no personal interest in the prosecution
of this claim.

State of Kansas,.....County, ss.
Subscribed and sworn to before me,
this.....day of....., 191.....

REPORT OF INVESTIGATORS

In Application of for Mother's Aid.

To the Board of County Commissioners of County, Kansas:

By your request we have made careful and diligent inquiry concerning the applicant above named for Mother's Aid, and submit the following report thereon:

We find that the information furnished by the applicant is, except as noted herein, true; that the family lives in rooms, the sanitary condition of which is

The physical condition of the children is
(If any are defective, give names of such.)

The mother, physically, is

The reputation of the applicant for honesty, morality, and general fitness to rear children is, and in our opinion she

We recommend that the applicant be allowed \$ per month as Mother's aid, subject to revision by the Board, and suggest that

(Give here conditions of allowance, if any allowance is recommended, and what further findings you desire to report.)

Respectfully submitted.

Investigators.

Dated this day of, 191.....

Application of

Mrs.

FOR

Mother's Aid

County, Kansas.

Filed

County Clerk.

Referred to Investigators

Date

, 191

Report filed

, 191

ACTION OF BOARD.

Date

, 191

CRANE & CO., TOPEKA

9-30--2

MOTHER'S PENSION.

[Chapter 261, Laws of 1915.]

Be it enacted by the Legislature of the State of Kansas:

SECTION 1. That section 5545 of the General Statutes of 1909 be amended so as to read as follows: Section 5545. That the Board of County Commissioners may in their discretion allow and pay to poor persons who may become chargeable as paupers, and who are of mature years and sound mind, and who from their general character will probably be benefitted thereby, and also the parents of idiots, and of children otherwise helpless, requiring the attention of their parents, and who are unable to provide for said children themselves, such annual allowance as will not exceed the charge of their maintenance in the ordinary mode, the said Board taking the usual amount of charges in like cases as the rule for making such allowance: *Provided*, That in any case where the mother of any child or children under the age of sixteen (16) years shall have the sole care and custody of such child or children by reason of such mother being a widow, divorced, or by reason of the husband of such mother being physically or mentally unable to earn a living for himself and family, or by reason of his being lawfully confined in any penal or other State institution, or by reason of the husband of such mother having at all times for three months last past abandoned or deserted such mother without just cause or collusion, and where such mother has been an actual and *bona fide* resident of the county for one year next preceding her application, and where such mother is a provident woman of good moral character and a fit person to have the care and custody of such child or children and is financially unable to support such child or children, and where such child or children have not sufficient property or income to support such child or children, such mother shall be entitled to a mother's aid in caring for and supporting such child or children from the county in which she is a resident at the time she makes application; and in all such cases it shall be the duty of the County Commissioners to pay to such mother, by way of allowance or pension, such sum, monthly, as may be reasonably necessary to support such mother and child or children, not to exceed the charge of maintenance in the ordinary mode, which may be increased or diminished from time to time as may be necessary, just and rea-

sonable: *Provided*, That the total sum allowed to any one mother coming under the provisions of this act shall not exceed the sum of twenty-five dollars (\$25) per month: *And provided further*, That before any such allowance or pension shall be granted, as set forth in the foregoing proviso, it shall be the duty of such mother to file in the office of the County Clerk of the county in which she is an actual and *bona fide* resident, at the time as hereinbefore provided, an application for mother's aid for caring for and supporting such child or children, and setting forth in such application that she is an actual and *bona fide* resident of such county, and that she has been at all times for one year last past; that she is the mother of such child or children, and setting out a list of her property and that of such child or children, together with the amount of income therefrom, and stating that she is financially unable to support and educate such child or children, and stating that she is a widow or that her husband has abandoned her, and stating the date of abandonment, or that the husband is mentally or physically unable to earn a living for himself and family, or that the husband is confined in one of the State institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavits of two disinterested householders of the township in which such mother is a resident, setting forth the same facts, and that the mother is a woman of good moral character and a fit person to have the care and custody of such child or children; and thereupon, and before granting any such allowance for pension provided for in this act, the Board of County Commissioners shall name and designate three reputable women, in no way related to said applicant, residing in the township or city where such applicant resides, who shall, without compensation, investigate such applicant, and report in writing to such Board, under such rules and regulations as the Board may prescribe or require. And after a full investigation the said Commissioners shall decide and determine whether such applicant is entitled to such allowance or pension provided for in this act; but nothing in this act shall be construed as repealing any laws now in force giving the County Commissioners power to grant aid to the poor in their respective counties.

APPLICATION OF

Mrs.

FOR

Mother's Aid

(Filing Stamp Here)

Referred to Investigators

Date 191

Report filed 191

ACTION OF BOARD

Date 191

THE VESPER PRINTING CO

HOUSE BILL NO. 2.

(Act of Legislature, 1915. Effective by publication April 1, 1915.)

Be it enacted by the Legislature of the State of Kansas:

Section 1. That section 5545 of the General Statutes of 1909 be amended so as to read as follows: Section 5545. That the board of county commissioners may in their discretion allow and pay to poor persons who may become chargeable as paupers, and who are of mature years and sound mind, and who from their general character will probably be benefitted thereby, and also the parents of idiots, and of children otherwise helpless, requiring the attention of their parents, and who are unable to provide for said children themselves, such annual allowance as will not exceed the charge of their maintenance in the ordinary mode, the said board taking the usual amount of charges in like cases as the rule for making such allowance; Provided, that in any case where the mother of any child or children under the age of sixteen (16) years shall have the sole care and custody of such child or children by reason of such mother being a widow, divorced, or by reason of the husband of such mother being physically or mentally unable to earn a living for himself and family, or by reason of his being lawfully confined in any penal or other State institution, or by reason of the husband of such mother having at all times for three months last past abandoned or deserted such mother without just cause or collusion, and where such mother has been an actual and bona fide resident of the county for one year next preceding her application, and where such mother is a provident woman of good moral character and a fit person to have the care and custody of such child or children, and is financially unable to support such child or children, and where such child or children have not sufficient property or income to support such child or children, such mother shall be entitled to a mother's aid in caring for and supporting such child or children from the county in which she is a resident at the time she makes application, and in all such cases it shall be the duty of the county commissioners to pay to such mother, by way of allowance or pension, such sum, monthly, as may be reasonably necessary to support such mother and child or children, not to exceed the charge of maintenance in the ordinary mode which may be increased or diminished from time to time as may be necessary, just and reasonable; Provided, that the total sum allowed to any one mother coming under the provisions of this act, shall not exceed the sum of twenty-five dollars (\$25) per month; and provided further, that before any such allowance or pension shall be granted, as set forth in the foregoing proviso, it shall be the duty of such mother to file in the office of the county clerk of the county in which she is an actual and bona fide resident, at the time as hereinbefore provided, an application for mother's aid for caring for and supporting such child or children, and setting forth in such application that she is an actual and bona fide resident of such county, and that she has been at all times for one year last past, that she is the mother of such child or children, and setting out a list of her property and that of such child or children, together with the amount of income therefrom, and stating that she is financially unable to support and educate such child or children, and stating that she is a widow or that her husband has abandoned her, and stating the date of abandonment, or that the husband is mentally or physically unable to earn a living for himself and family, or that the husband is confined in one of the state institutions, naming it, which application shall be duly verified by the applicant and supported by the affidavits of two disinterested householders of the township in which such mother is a resident, setting forth the same facts, and that the mother is a woman of good moral character and a fit person to have the care and custody of such child or children, and thereupon and before granting any such allowance for pension, provided for in this act, the board of county commissioners shall name and designate three reputable women, in no way related to said applicant, residing in the township or city where such applicant resides, who shall, without compensation, investigate such applicant, and report in writing to such board, under such rules and regulations as the board may prescribe or require. And after a full investigation the said commissioners shall decide and determine whether such applicant is entitled to such allowance or pension, provided for in this act, but nothing in this act shall be construed as repealing any laws now in force giving the county commissioners power to grant aid to the poor in their respective counties.

Application of Mrs.....
(Name and Address.)

Application for Mother's Aid

REPORT OF INVESTIGATORS

To the Board of County Commissioners, Shawnee County, Kansas:

By your request we have made careful and diligent inquiry concerning the applicant above named for Mother's Aid, and submit the following report thereon:

We find that the information furnished by the applicant is, except as noted herein, true; that the family lives in.....rooms, the sanitary condition of which is.....

The physical condition of the children is.....
(If any are defective give names of such.)

The mother, physically, is.....

The reputation of the applicant for honesty, morality, and general fitness to rear children is.....
and in our opinion she.....

We recommend that the applicant be allowed \$.....per month as Mother's aid, subject to revision by the Board, and suggest that.....
(Give here conditions of allowance, if any allowance is recommended, and what further findings you desire to report.)

Respectfully submitted,

Investigators.

Dated this.....day of.....191.....

that her child.....own property, real and personal, as follows:.....

.....
.....

that the income from the property either owns is \$.....per month; that she rents her home from.....at \$.....per month, and owes \$.....rent at this time, and \$.....of other debts to.....

.....
that her entire income, including earnings of child.....is \$.....monthly; that she has received relief from public and private sources as follows:.....

.....
.....

that she is employed away from home by.....
at.....and earns \$.....monthly; that since her husband's death she has been employed away from home.....months, years; that she has in bank \$.....and authorizes the investigator to inquire at the.....Bank; that she attends church at the.....Church, and the child.....attend Sunday School at the.....Church; that her physician is Dr.;

that if an allowance is made her, she can earn \$.....per week from work at home, and that if refused an allowance she must work away from home to support herself and child.....; that she will agree to notify the County Clerk, in writing, promptly, of any change in her address; that she has known the following persons (3) at least two years:.....

.....
.....

Remarks:.....
.....

.....Applicant.

Subscribed and sworn to before me this.....day of191.....

.....County Clerk.

By.....Deputy.

We, the undersigned, resident householders of Shawnee County, know the above-named applicant, and verily believe that she is a woman of good moral character and a fit person to have the care and custody of her child.....that the above statement is true, and hereby declare that we have no personal interest in the prosecution of this claim.

State of Kansas, Shawnee County, ss.

Subscribed and sworn to before me
this.....day of.....191.....

Application for Mother's Aid

Of Mrs.

STATE OF KANSAS, SHAWNEE COUNTY, SS.

On this.....day of.....A. D. 191.....personally appeared before me, a
.....in and for the County and State aforesaid, the above named
applicant, aged.....years, who being first duly sworn according to law, declares that she has
been a continuous resident of Shawnee County.....years.....months last past; that her present resi-
dence is.....; that she is the mother of.....child.....now liv-
ing, whose names, age, marital condition and present addresses follow:.....

that of the above.....
(Give name of each child)

.....live with her, and the physical
condition of such child.....

that the relationship, names and addresses of her living relatives are:.....

that her husband is.....
(Here state whether dead, divorced, lawfully confined in a penal or other State institution, or unable by reason of physical or mental disability to provide for his family; also, if dead, the cause, date and place of death, and whether he left any property or life insurance; if divorced or confined, the date and cause of such divorce or commitment.)

that she was.....living with her husband at the time of his death; that her father's name and ad-
dress is.....
(If living give name and address.)

that she owns property, real and personal, as follows:.....