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TABLE OF CONTENTS

PART I

	Page
Acknowledgments-----	1
Preface-----	3
Problem and Objectives-----	4
Early History and Development of Social Relief-----	
Jewish	
Greek	
Roman	
The Early Church and the Poor-----	10
Early English Poor Relief-----	14
American Poor Relief-----	18
American Poor Relief and Social Work from 1893 to 1932	22
Poor Relief in Colorado-----	25
Care of the Poor in Larimer County-----	27
Larimer county's provision for its unstitution- ized poor-----	31
Those admitted to the institution -----	32
Cost of institutional care-----	35
Outside poor relief-----	36

PART II

Poor relief and welfare work in Fort Collins-----	39
Organization and development of the Social Service Exchange-----	44
Functioning of the Fort Collins Social Service Exchange-----	52

PART III

The Social Service Bureau September 1931--May 1932----	59
Fort Collins Problem of Indigents-----	62
The Spanish-----	69
Homeless Men-----	73

PART IV

Meeting the Problem of Indigents in Fort Collins-----	80
Members of the Social Service Bureau-----	81
The Fort Collins Employment Council-----	85
Larimer County Project on Poudre Road-----	89
The Woodyard-----	91
The City of Fort Collins' Part in Aiding the Unemployed-----	94
The American Red Cross-----	98
The Spanish Industrial Center-----	100
Work of the Salvation Army-----	101
The Care of Transients in Fort Collins-----	103
The Fort Collins Police Station and Transients---	105
The Senior High School-----	106
The Junior High School-----	108
The Grade Schools-----	109
The Franklin School Sewing Club-----	110

PART V

Criticisms and Recommendations-----	113
Quotations from Interviews on the Fort Collins Relief Program-----	125
Written Statements on the Fort Collins Relief Program by Close Observers-----	132
Some Practical Suggestions-----	141
The Case Committee-----	141
Garden Projects-----	144
The Church and Relief Work-----	147
A Trained Social Worker-----	149

PART VI

Summary and Conclusions-----	153
------------------------------	-----

PART VII

Appendix-----	160
Report of Questionnaire-----	160
A comparison of the Program of Poor Relief in Fort Collins with Other Cities	
Some Typical Cases-----	163

Fort Collins Cases Handled by the American Red	
Cross-----	175
Report of the Social Service Bureau-----	181

PART VIII

Bibliography-----	
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COLORADO AGRICULTURAL COLLEGE

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I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER
MY SUPERVISION BY FLOYD A. POLLOCK

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PREFACE

When "Relief and Social Welfare Work in Fort Collins" was suggested as the possible subject for a thesis, the writer was very much interested. This interest was partly due to the fact that the writer had studied at some length relief and welfare problems but had never had the opportunity of coming in direct contact with the work.

The Fort Collins program in relief and welfare work is 95 per cent relief since in the truest sense very little attempt is made at a general welfare program, other than the giving of material aid.

The present organization known as the "Social Service Bureau" was created as a temporary organization to meet the sudden demand for some form of a clearing house for the many organizations in Fort Collins attempting to give some form of relief to those in need. However, as the problem grew, it was necessary to continue the organization.

The demand has been so great upon the organization that it has been impossible to do much other than give relief. However, it is interesting and gratifying to note the progressive attitude of those in charge and to know that they are doing all in their power to put the organization on a scientific basis by developing public opinion toward the necessity of a trained social worker and supervisor.

PROBLEMS AND OBJECTIVES

The object of this thesis has been to cover the history of Fort Collins' program of caring for the poor and to make a detailed study of the present system of relief, with an attempt to find the most efficient method and program of poor relief in Fort Collins. Though the information was very meager in some cases, every source from which facts could be gained was investigated and whatever material was reliable was used.

More space is given to the early history and development of the history of poor relief than is usual for such items but it was given to show the development of poor relief up to the present time and to enable us to classify more clearly the efficiency of our present program. An attempt is made to give the development of the relief program in Fort Collins up to the spring of 1932. During the winter of 1931-1932 a survey was made of all forces at work that are offering some kind of relief to those in want. This is followed by criticisms of the present system of relief and welfare work in Fort Collins and recommendations for the future program. In the part on recommendations, there are statements by several individuals who are interested in the Fort Collins program of relief and welfare work.

To gain information for this study, the writer had many interviews with county officials, town officials,

all individuals connected in any way with the Social Service Bureau, citizens of the city, recipients of relief, educators and ministers.

Much time was spent observing the work at the county commissary where groceries were given to the needy families, and the work of the Social Service bureau where clothing was given to those in need. Also many of the homes of those seeking aid were visited to gain the attitude of those in need.

At the end of this study there are several recommendations and conclusions which have grown out of the study made of the Fort Collins relief and welfare situation. It is hoped that these recommendations may be of some value in developing the present organization into a more scientific and effective agency for relief and welfare work.

PART I

EARLY HISTORY AND DEVELOPMENT OF SOCIAL RELIEF
INCLUDING DEVELOPMENT IN COLORADO AND LARIMER COUNTY

EARLY HISTORY AND DEVELOPMENT OF SOCIAL RELIEF
INCLUDING DEVELOPMENT IN COLORADO AND LARIMER COUNTY

The history of social relief and welfare work can be divided into two distinct stages. The first stage represents a period of unorganized, poorly managed and unwarranted giving through mutual aid,¹ public relief, and pious alms giving. This period marks a stretch of time from Adam in the garden up to the beginning of the twentieth century and in spite of its ineffectiveness, its achievements were the forerunners of the present progressive stage which has had its beginning within the last thirty-five or forty years.

In the very earliest primitive stage, man was confronted with the same problems that face him today, those of maintaining food, shelter, and protection for the survival of himself, his mate and his children. So long as food was plentiful, he resorted to hunting and fishing and perhaps knew little of the distress of poverty.

As time went on, food became scarce, the individual family was no longer able to protect itself against the forces with which it must contend. Thus a few inter-related families formed the group known as the gen. As the members of the gens inter-married, they became very friendly and for better protection the several gens banded together forming

¹ "Mutual Aid" is aid giving to members of the group. Church or lodge offering charity to its own members.

the clan. Finally the several clans inter-married and these several clans united into the one great tribe. Just as the clans intermingled and inter-married, so did the tribes. Thus blood relations existed within the several tribes within a definite territory, so it was only a natural thing for these tribes to unite into and form the nation. As the group became more congested, there were those who could not cope even with the meager standards of the ancient barbarous civilization.

"Carl Marx carefully points out that beginnings of capital and of poverty were synonymous. As soon as methods of presenting food arise -- the drying of grain and of meat, and the domestication of cattle -- the man who has food and cattle is differentiated from the man who has not. The owner of large flocks and herds is rich, the widow with her ewe lamb is poor, and the essential difference between them is in the ownership of capital."²

Evidently the poor in ancient times had much in common with the poor of the twentieth century. They were never sure of their food supply and they lived in wretchedness on the verge of starvation while their wealthier neighbors lived in plenty.

As we have noticed, the members of the clan were closely related and this fact "served largely to mitigate these differences." Just why barbarian society developed a tender feeling of responsibility for the poor we do not

² Dexter, Robert C. Social Adjustment, P. 10.

know, but they did have various methods of caring for the less fortunate. From time to time, the poor were taken into families of their better-off neighbors in order to prevent suffering. Marriage also in some barbarian societies was a form of charity. "The widow particularly was recognized as being in need and was generally provided for."³

So long as clans and tribes were divided into small groups and the feeling of responsibility for their own blood relation existed, social maladjustments were few and could be corrected through the group. As numbers increased, as means of transportation improved, and as the family broke away from the clan, more persons were separated from their friends and relatives. Thus when they were in need, some special provision was needed to help them out. But due to the outsiders taking undue advantage of the assistance offered and demanded, alms as a right--repressive measure were instituted.⁴

The student of biblical history is very familiar with the condition and the sad plight of the poor and out-cast Jews, with their sick and their lame, with the pity of old age and the stigma of being considered a sinner, which in the public eye brought about their wretched plight. The Jewish prophets had a very sound conception of social ethics, but it was not until after Christ's death that the ancient Jews came to realize the significance of charity

³ Dexter, Robert C. Social Adjustment P. 11.

⁴ American Charities and Social Work, Warner-Harper-Queen.
P. 6.

and justice.

"The poor become a recognized class in Jewish society. The early Christian Church was obliged to provide definite organizations for the relief of widows and paupers. Funds were raised throughout the western world for the poor of Jerusalem."⁵

The Greeks and the Poor

Due to the many wars and the devastation of lands and vineyards, many of the Greeks were deprived of their land and were reduced to a state of pauperism. Besides these, there were the old broken soldiers, the widows and orphans. Many of the unfortunates begged for alms, and hundreds of maimed and wounded men were among the recognized poverty-stricken class of the Greek cities.

Most of the relief given was unorganized, but there are records of fatherless children (whose fathers had lost their lives in the service of the state) who were provided for, out of state funds, but "the family or relatives generally looked after their own people."⁶

The Romans and the Poor

Any student of Roman history is familiar with Rome's greatness. At the height of her greatness, there was a great growth of capital which vastly increased her

⁵ Dexter, Robert C. Social Adjustment P. 12.

⁶ Warner-Queen-Harper. American Charities and Social Work. Chapter I. R. C. Dexter - Social Adjustments-12

number of poor.

Due to Rome's slavery system, thousands were reduced to poverty and were forced to depend on charity for their existence. The policy of "bread and circus" became permanent in the empire and "was a concession to the numerical importance of the poor among the Roman citizens." Yet there developed a charitable system, especially in respect to children.

"Large sums of money were left by individuals and given to incorporated fraternities for charitable purposes, which lasted until the breakdown of the Roman Empire."⁷

The Early Church and the Poor

Often an account is made that refers social work back directly to the teachings of Christ and the practices of the early Christians. We can see, however, from the above, that certain definite steps had been taken by the primary group and even by the Greek and Roman governments in the care of the poor, previous to Christ's birth.

The early Christians were a small body of friends. Most of their acts of charity were within their own group, but when the congregation became larger it was necessary to have a system. Thus mutual aid had to be organized and promoted.

The early Christians' work was with the poor and the oppressed. They believed that charity offered a reward

⁷ R. C. Dexter. Social Adjustment. P. 12.

in the next world and they were encouraged to give liberally which accounts for the swift growth of almsgiving. After Christianity became established, it still encouraged charity even to the extent that it was a way whereby a rich man might enter the gates of heaven. We have men even today who ease their consciences by giving of their earthly goods to the poor.

"Great self-sacrifice was found in all the churches. Christians gave willingly, not merely according to their means, but beyond them. They gave not of their superfluity, but of their labor, and shunned no sacrifice." When the pestilence raged in Alexandria under the Emperor Gallienus, Eusebius preserved a letter written by Dionysius, then its bishop, in which he describes the conduct of the Christians doing this visitation. He says "most of our brethren in the fullness of their brotherly love, did not spare themselves. They mutually took care of each other, and as, instead of preserving themselves, they attended on the sick, and willingly did them service for Christ's sake, they joyfully laid down their lives for them".⁸

So it was that the early Church found it necessary to form an organization of mutual aid. The congregation started out small and increased rapidly and soon had members who spoke Greek as well as those who spoke Aramaic.

"Now in these days, when the number of the disciples was multiplying, there arose a murmuring of the

⁸ Uhlhorn, Gerhard. Christian Charity in the Ancient Church. Pp. 73, 122, 195, 188.

Grecian Jews against the Hebrews, because their widows were neglected in the daily ministration. And the twelve called the multitude of the disciples unto them, and said, "It is not fit that we should forsake the word of God and serve tables. Look ye out therefore, brethren, from among you seven men of good report, full of the spirit and of wisdom whom we may appoint over this business!"⁹

The Church was the main factor in aiding the poor through the middle ages and on into the twentieth century, and even at the present time is a big factor in giving aid to the needy.

During the Middle Ages, it was only the Church and the monasteries that served as refuge for pilgrims, soldiers, peddlers, beggars and other wayfarers.¹⁰

An account from Coblenz in 1319, in speaking of these missions, says: "They dedicate themselves with pious zeal to the care and needs of the poor and sick, they feed the hungry, give water to the thirsty, they receive travelers with hospitality, clothe the naked, visit the sick, show sympathy and pity with their suffering, and send tokens of love to their burials."¹¹

We can see that emphasis was laid on the virtue of giving; little attention was paid to the recipients and

⁹ Acts 6:1-3.

¹⁰ Taken from American Charities and Social Work. Warner, Harper, Queen. P. 7.

¹¹ From an unpublished manuscript by Anna T. Gilchrist. American Charities and Social Work. Queen, Warner, Harper. P. 13.

even less attention was paid to indiscriminate almsgiving. Naturally, idleness and begging were encouraged. Gangs of vagrants went from place to place demanding food and shelter. Eventually stern measures were adopted throughout Western Europe in an effort to repress shiftlessness, idleness and plundering.

The barbarian invasion into Western Europe vastly increased the number of poor. The desire to escape poverty had much to do with the development of the feudal system. In this system, the poor and distressed were taken under the protection of a stronger man. In return for this protection, paupers were expected to render economic and military service. However, this did not take care of the problem, and the Church still was very important in its care of the poor."¹²

But the feudal system was not based on sound principles and could not endure. With the breaking up of the feudal system, the poor and distressed, without the protection of their feudal lords, sought refuge within the monasteries. However, at about this same time, the reformation was well underway. It disrupted many of the monasteries by depriving them of their wealth and made it impossible for them to give assistance to those in want. Thus at a time when there was an usual amount of poverty, the customary sources of relief were cut off and for the

¹² Social Adjustment. Dexter. P. 14.

first time, the state found it necessary to deal with the situation.¹³

Early English Poor Relief

All relief until the Sixteenth Century was based upon simple neighborliness and mutual aid, but in the transition from simple neighborliness to organized neighborliness several important changes occurred. "Informality gave way to institutionalization. The spirit of neighborliness was obscured by material relief; mutual aid was supplemented by the use of the police power."

In 1563, England passed laws which are thought of as the foundation of the English Poor Laws, which often are called the cornerstone of the American Poor Laws. These laws forced all parishes throughout the kingdom to accept the obligation to support the destitute. This proved unsuccessful for the law did not call for a tax levy, so an attempt was made to raise the necessary funds through voluntary contributions. In 1572, a law was passed which gave the justices in the country and the mayors in the towns the power of assessing definite sums to be paid by each household in the parish.¹⁴

In 1598 and 1601, acts were passed which divided the poor into dependent children and adults unable to work.

¹³ Social Adjustment. Dexter. P. 14.

¹⁴ American Charities and Social Work. Warner, Queen, Harper. P. 12. Social Adjustment. Dexter. P. 49-50.

In 1630, a Royal commission for the poor was appointed in an effort to unify the relief system.¹⁵

The poor law of 1601 was the basis of all relief in England until 1834 and underlies most American poor laws. It had the following provisions:

- I. The justices of peace are to appoint overseers from each parish.
- II. The duties of the overseers are:
 - A. To set children to work whose parents cannot support them.
 - B. To set adults to work who have no means of support.
 - C. To raise weekly by taxation, such sums as are necessary to
 1. Obtain material for providing work.
 2. Relieve the lame, impotent, blind and others unable to work.
 3. Place children as apprentices.
- III. Justices given power to imprison for non-payment of tax.
- IV. Overseers may bind out boys as apprentices until twenty-four and girls until twenty-one or marriage.
- V. Provision made for the establishment of workhouses.
- VI. Appeals against assessment by the justices may be

¹⁵ James Ford. Social Problems and Social Policy. P. 183.

made to the next highest judicial body.

VII. Legal responsibility provided for the maintenance or parents, children and grandchildren.¹⁶

In the latter part of the seventeenth century, the condition of the unemployed poor was bettered by the growth of manufacturing in England and the need of more laborers in the American Colonies. The lessened amount of poverty slowed up the methods of caring for the poor, and much that had been learned of improved methods was quickly lost. However, a law passed in 1723 provided that several parishes might unite to establish a poorhouse, a most notable contribution to relief. The condition of these houses was in many cases disgraceful.

With many having partial employment, the system of outdoor relief began to grow. This finally culminated in 1795 in the famous Spenhanland system (so-called after the Village in Berkshire in which the plan was worked out) by which the justices agreed to supplement the wages paid laborers by outdoor poor relief. The effects of this agreement were disastrous wherever practiced, but it lasted into the following century. Two generations of the English people were demoralized by it.¹⁷

A committee which investigated poor relief in 1824

¹⁶ Social Adjustment. Dexter. P. 50. Taken from Ashcroft & Preston-Thomas. The English Poor Law System. P. 7.

¹⁷ Social Adjustment. Dexter. Pp. 52-53. American Charities and Social Work. Warner, Queen, Harper. Chapter I.

had this to say:

"Subsistence is secured to all; to the idle as well as to the industrious; to the profligate as well as to the sober; and so far as human interests are concerned, all inducement to obtain a good character are taken away. The effects have corresponded with the cause. Able-bodied men are found slovenly at their work, and dissolute in their hours of relaxation; a father is negligent of his children; the children do not think it necessary to contribute to the support of their parents; the employers and employed are engaged in perpetual quarrels, and the pauper, always relieved, is always discontented; crime advances with increasing boldness, and the parts of the country where this system prevails are, in spite of our goals and laws, filled with poachers and with thieves."¹⁸

The reaction of the system was slow in coming but when it came it was as severe as the Spenhamland system had been lax.

In 1847, the poor law commissioners provided for under the act of 1834 were abolished. The act of 1846 provided that one could not be removed from a parish if he had lived there five years. The time was reduced to one year. Dependent children were provided with district schools and foster homes.

In 1853, hospitals were established. The feeble-

¹⁸ Report of Committee, 1824, taken from Social Adjustment. Robert C. Dexter. P. 53.

mind and insane were gathered into special institutions. In 1897, industrial accident legislation was passed. In 1908, an old-age-pension, and in 1912, insurance against sickness and unemployment became effective.¹⁹

England has led the way in old-age-pensions, unemployment insurance, clinics, and hospitals which care for the poor. In spite of this, the situation in England is more chaotic than ever and the need for a thorough revision and logical reconstruction of the entire system of public relief and charity never was greater. The English situation illustrates the difficulties which exist when poor relief is left in the hands of legislative bodies without careful scientific analysis by experts. Even though there is a tremendous amount of work accomplished, there is the greatest amount of over-lapping and duplication of effort. In the confusion, both the recipient of relief and the tax payer suffer.²⁰

American Poor Relief

The American system of poor relief is a descendant of the English system of the time of Elizabeth. The colonist coming from England in the seventeenth century not only brought with him religious, political and intellectual habits of the old country, but he brought with him the spirit of the Elizabethan Poor Law.

¹⁹ James Ford. Social Problems and Social Policy. P. 195.

²⁰ Robert C. Dexter. Social Adjustment. P. 55.

The New England settlers were determined that pauperism which was so common in the old country, should not take root here. The Massachusetts Bay settlement enacted an ordinance as early as 1636 to the effect that the town officers should "order and dispose of all single persons--to service or otherwise." Later on Plymouth made a very definite and stringent provision which absolutely forbade single persons to live by themselves or even in other families than their own without the consent of the selectmen. The chief effect of such a law seems to have been to secure responsibility of support. In case the head of the family failed or was unwilling to support his dependents, the civil authorities did not hesitate to compel him to do so, often to the extent of putting him and his family to service.²¹

Throughout the colonies, the history of poor relief is much the same. In New England and the Mid-western states, the town became the smallest of political units and the closest to the case of need. The south and most of the west placed the care of the poor upon the county. Both the town and county have from time to time transferred parts of their duty to the larger unit, the state. However, the national government has never assumed the care of dependents except those to whom it is directly responsible -- military and naval veterans.²²

21. R. C. Dexter. Social Adjustment. P. 56.

22. Systems of Public Welfare. Chapter 2. Odum and Willard, Warner, Queen, Harper. American Carities and Social Work. Ch. I.

Massachusetts with its supreme example of the Puritan tradition, has been the model in which most of our poor relief legislation has been built. Indiana and California in recent years have developed state control systems which are in some respects superior to that of the Bay State, but the fundamental relief policy of the country as a whole is a direct inheritance from the rigid settlers of New England. In order to get some idea of its development, then, a brief sketch of its history in Massachusetts, will give a very fair picture of the history of the American poor relief system. The English idea of the public responsibility for the care of the poor became the foundation of the entire poor law system of the new world. The situation was similar to that of today in many respects. For example, caring for the poor was thought to be a definite obligation on the part of the community, and any neglect of the officials was vigorously rebuked if the expenditure for poor relief was large. Thus as Dexter says, "It was a conflict between the New England conscience and New England stinginess, and as a result "the town's poor" sometimes suffered.

All sorts of practices were adopted, such as the provision of apprenticeship for lazy boys, whipping "on the naked back" of idle adults and the expulsion from the town of persons that were liable to become public charges. For years, this struggle of keeping out paupers persisted in the colonial towns and did not cease until the colony and

later the state took over the care of all "unsettled poor."

One of the most cruel practices of poor relief was the fore-runner to the almshouse. All the town's poor were placed with the lowest bidder who maintained a "private poorhouse" with the intention of making a profit from either the town grant or from the labor of the inmates. But this lump-contract system did not last long. In case the keeper made a profit, it was thought that the town could do the same, and the result was the almshouse. The almshouse, bad as it was, lasted for more than 100 years.²³

In spite of state measures to stem the tide of incoming paupers, the burden became intolerable. Massachusetts finally took the first constructive step in 1854 in the care of its poor through the erection of three almshouses. This created many new problems such as problems of administration, admission and discharging and the question of financing. With these many new problems in mind, Massachusetts in 1863 appointed the first American State Board of Public Charities. The board was unpaid but it had the authority to employ paid agents. Its first important recommendation "struck the key note" from progressive public charity classification and segregation. The board recommended that the "able bodied men and women should be separated from the insane and the idiotic, and

²³ Dexter. Social Adjustment. Pp. 57-58-59-60-61.
Odum and Willard. Systems of Public Welfare. Chap. 11
Warner, Queen, Harper. American Charities and Social Work. Chapter 1-4.

that all children should be separated from adult inmates. To accomplish this, the board proposed the setting apart of a state almshouse as a workhouse; a separate institution be provided for children; and all possible children be placed in family homes. Within a very few years other states were following Massachusetts' example by inaugurating similar boards.²⁴

American Poor Relief and Social Work from 1893 to 1932

"By the nineties, "Middle-class humanitarianism was at its height" but soon after that it made way gradually from professional services available to an ever-widening basis more in harmony with the spirit of democracy. In the nineties, American charities consisted of a variety of activities carried on by the charitably-minded members of the "well-to-do Class" on behalf of the unfortunate members of the "lower class".

In contrast with the humanitarian approach to social work in the nineties, there was more and more a professional approach in the twenties. By professional is meant skilled service in addition to good intentions and sympathy. Miriam Van Waters sums up this new attitude very clearly. She says, "Social work is the task of those who aid mankind in the art of living together. Social work

²⁴ Odum and Willard. Systems of Public Welfare. Chapter 2.
Dexter. Social Adjustment. Chapter 4.

is neither a science seeking merely to know, nor a business seeking to profit. Social work is an art, a flowing and dynamic art. It uses tools of science and business to bring about adjustments which are necessary between the individual and the human world for successful living together. Its method of work, its development of personality, its goal is the fostering of adequate social relationships."²⁵

The old struggle between "sentimental reformers" and "hard boiled" officials is gradually giving way to intelligent cooperation between citizens and public servants.

We find in the nineties that charitable folk were interested in the saving of juvenile paupers and criminals. Today we hear, instead, much about child welfare, which means the well rounded development of all children through the work of the playground and recreation directors, visiting teachers, and case workers attached to clinics, courts and other agencies. The important thing is the fact that in the three fields of work for children--Education, Health, and Social Work--there has developed skilled service for practically all the children of the community.

"Since 1893, many new types of social work have come into being. One of these is hospital social service which deals with the patient's personality, and altering or adjusting his home conditions, occupation, habits, and

25 Taken from Van Watters, Mariam. Youth in Conflict. P. 1. Warner, Queen, Harper. American Charities and Social Work. p. 26.

community relations."²⁶ Another is psychiatric social work which deals with cases of social maladjustment in which a mental or behavior problem is of primary importance. Still another is carried on by visiting teachers who seek to correlate the efforts of teachers, parents, and various agencies in untangling the personal difficulties of school children. A fourth type is vocational guidance, fifth, the playground and recreation movement and sixth, community organization. Many other new phases of social work have developed. Among these are juvenile courts, child guidance clinics, mothers' pension bureaus, courts of domestic relations, old age pensions, rehabilitation bureau, industrial accident boards, and community chests and councils. Whether the charities of today are more or less extensive than those of the nineties is hard to say, but the outlook is encouraging with our new method of avoiding poverty rather than encouraging it through wholesale almsgiving.²⁷

The smaller cities and towns of the northeast have shown little improvement in welfare methods, while due to the negro problem in the south, the situation is still deplorable. In the west, the socializing process seems to have developed to a considerable degree. "The state board and the extension service of the state universities have helped to popularize the idea of adequate social service

²⁶ Warner, Queen, Harper. American Charities and Social Work. P. 30.

²⁷ Ibid. Chapter 2

in connection with a relief program."²⁸

Modern America, with its many opportunities and in spite of its general existing prosperity has the age-old problem of the maladjusted. There is still poverty, disease, crime, orphans, widows, the aged. In fact, every form of the social problems of the early savage tribe can be found in our modern day. Regardless of legislation, labor unions, old age pensions, mothers' pensions, and new methods in welfare work many families today lack proper food, they have little fuel, and they are in need of sufficient clothing.

All these years have brought little results in alleviating the problem, for the poor are still with us, but it has opened our eyes to new ways and means of coping with the situation. The most encouraging factor at the present time is the tendency on the part of many modern agencies to deal with the seat of the trouble rather than with the results.

The future must hold for us the goal of prevention rather than cure.

Poor Relief in Colorado

A great many of the records of the early history of Colorado were lost in the fires of 1863 and the Cherry Creek flood of the same year, but in an early copy of the national conference of social work (1895) a discussion of

²⁸ Dexter. Social Adjustment. P. 64.

the social work of the state is found. It says, "In the last few years, Colorado has taken steps forward in the work of charities and corrections. Public sentiment has been aroused--new and more humane methods introduced in the penitentiary and the industrial school, and many charity organizations and associations organized in the small town."

By 1920, there were 30 state organization connected with the work of caring for dependent, defective, and delinquent children. Of course this is small in comparison with many other states, but Colorado is a comparatively new state with a population of only 1,035,791. Many counties spend less than \$600 for welfare work throughout the year, but in other counties that have larger towns, the problem has become burdensome.

Colorado has many social problems to meet. In some of the smaller towns and rural communities of the state the social work is handled from the standpoint of health. This service is rendered through hospitals, Red Cross, tuberculosis associations, school nurses or free medical service. Often in a small town, the work is handled by one person who is usually a county commissioner. Although there are many counties without a county farm, nearly every county has some provision for those who cannot make the proper economic re-adjustments. Rarely, however, is a well-rounded program carried out.

The larger cities as well as a few of the industries are feeling the need of trained social workers who

will be paid to give their time to improving the living conditions among the people who are having difficulty in making re-adjustments. Trained social workers have been known in Colorado only within the last 25 years and only in the last 10 years has social work been recognized as necessary, and then by a very few counties and larger towns.²⁹

It is interesting to note that Colorado is one of three states which does not have a central board of control over charities and corrections. It is true that in 1923 there was a Department of Charities and Corrections created with a secretary directly responsible to the governor, but this board functioned only a short time, since 1924, the governor has assumed little or no responsibility for the various institutions and organizations that come under the control of this department. Consequently the appropriations for said institutions have been very meager.

Care of the Poor in Larimer County

Although Colorado was yet a territory, Larimer County, a district, and Fort Collins, a village of less than 100 inhabitants, it became necessary for the commissioners as early as 1871, to vote money for relief to the amount of \$259.91. W. and S. E. Gurley received \$241.91 of

²⁹ Report from questionnaire made by Miss Mary Baber for Thesis "Some of the Social Welfare Organizations in Colorado."

this amount for boarding a sick man, and \$18.00 was given to Doctor T. M. Smith for medical attention to the same man.

In 1872, it was necessary to give relief to the extent of \$69.30. In 1873, the amount voted rose to the figure of \$550.00 and thereafter the problem became a burden reaching the figure of \$1852.40 as early as 1882.

Table I Expenditures for Poor Relief in Larimer
County from 1871 to 1882

YEAR	AMOUNT SPENT FOR RELIEF
1871	\$ 259.91
1872	69.30
1873	550.00
1874	458.99
1875	751.11
1876	384.90
1877	209.50
1878	509.76
1879	501.36
1880	1,106.30
1881	1,565.00
1882	1,852.40

With an increasing cost of caring for the poor, the commissioners decided "that in order to reduce the expense of keeping the paupers, it would become necessary to purchase a piece of land and to build a house to be known as the County Poorhouse. After examining several pieces of land it was decided to purchase a piece of ground west of Fort Collins, from Charles A. Allen,"²⁹ so it was that in the later part of 1882, the county's unfortunates were confined to the County Farm.

²⁹ Larimer County Commissioner's Record. 1882

As is typical of any American community, from the very first, much charity work was carried on in Fort Collins and the other towns of the county through the churches, the lodges and various social organizations. As the population grew, the problem of need became more pronounced. Thus the cost of caring for the poor in Larimer County has been increasing for several years. The care of the poor is recognized as an obligation which the county is forced to assume. So long as the expenditure for relief was small, little attention was paid to the method of giving aid, but now that the annual expenditures have become a burden to the tax-payer, they are hoping for a scientific means of charity. Although religious and fraternal organizations have done much in the past, there is a tendency on their part to turn the care of the poor over to the public, which means an increased cost to the county.

Table II Expenditures for Poor Relief in Larimer
County from 1910 to 1920

YEAR	AMOUNT SPENT FOR RELIEF
1910	\$12,848.42
1911	15,074.79
1912	16,293.68
1913	13,034.90
1914	14,649.02
1915	16,444.75
1916	17,976.97
1917	20,837.23
1918	20,042.56
1919	25,155.45
1920	26,788.00

The above table pictures the swift increase of Larimer County's expenditures for poor relief in one decade. This decade for the most part is known as a period of prosperity. There was very little unemployment and wages were high, yet the amount spent for poor relief was more than doubled within the period. Many cases that had previously been cared for by various organizations were shifted to the county which in a period of prosperity felt unusually capable of caring for all those in need.

In the early nineties, there was much criticism of the inefficiency of the poorhouse, so it became necessary for the county commissioners to make new arrangements. It so happened that the county fair association was unable to meet its financial obligations and was forced to discontinue its operations. The county commissioners thinking that the land and buildings owned by the said organization which is at the east end of Elizabeth Street, south-east of Fort Collins should be bought at a reasonable price, gave Mr. F. E. Baxter, one of the commissioners, the power to make the purchase from the various shareholders. After much delay, because of the stubbornness of one of the shareholders, Mr. Baxter purchased the forty acres of land and the buildings. Immediately men were put to work tearing down buildings, and remodeling others for the use of the county's poor. Those who had a part in the erection of these buildings or who were employed by the county during their existence, speak of them as a county disgrace. One

individual interviewed spoke of them as remodeled cow sheds; another referred to them as barns; while yet another called them barracks. Perhaps in the first few years, the new arrangement was very efficient but as the population grew there was a need for improvement.

In spite of the need it was not until 1924 that adequate provision was made for institutionalizing of the poor.

Larimer County's Provision for Its Institutionalized Poor

In 1924, Larimer County voted a \$175,000 bond issue for the erection of a much needed building to care for the poor. The buildings were erected on the forty acre site already known as the County Poor-farm, and were opened for use in 1925. The present plant is one of the best in the State of Colorado, and Larimer County may well be proud of it. The main building consists of two sections, one for use as a hospital and the other for the home. However, a lack of foresightedness on the part of the county officials is portrayed in the building, for after only seven years of use, the problem has grown to the extent that there is no longer sufficient room for patients. The wing of the County Home consists of only one story and has twenty-eight inmates, which is full capacity. Yet one will not visit a better-kept home with more contented inmates than that of Larimer County. The inmates speak of it as "Home"

without the slightest trace of stigma. The hospital was used exclusively for county patients until 1926, when it was opened to the general public on a commercial basis, but county patients are given first consideration.

The hospital includes a separate building which contains four apartments used as isolation wards. Tubercular cases are admitted only temporarily and then transferred to some other institution arranged for by the county. There is a lack of room in the hospital which has become a very busy place since opened to the general public. There is a normal capacity of 38 beds.

In the month of January 1932, there were 118 patients admitted, often over 40 in the hospital at the same time. Throughout the month there was an average of 33 patients per day. February 1932, there were 95 patients admitted, 43 being the highest number in the hospital at any one time, and an average of 34 per day for the month.

Superintendent Barkley says that there is a need of more room and the need becomes more urgent every year which means that new provisions will need to be made before many years.

Those Admitted to the Institution

When the applicant to the county home is considered worthy, and a careful investigation has been made, and room is available, admission is granted. Often a case can

be best cared for through outside aid and when possible, it is a practice to assist in this way.

The greatest problem of admitting cases to the home is that of determining between those who are deserving and those who are able to work or whose relatives are seeking to be relieved of the responsibility. A family or young person is seldom admitted. Of the 28 inmates, February 1932, twenty-seven were considered too old and feeble to work.

Since 1926, any pay patient is admitted to the hospital and any county patient is admitted after proper investigation to make sure that the patient is a resident of Larimer County and is deserving of county aid.



Larimer County Hospital
and Superintendent's Home



Larimer County Hospital and Home



Larimer County Home

Cost of Institutional Care

Table III indicates the rapid growth of institutional care in Larimer County since the erection of the new hospital and home in 1925. There was a rapid advancement from \$16,375.94 in 1925 to \$51,902.65 in 1926. After that period, there was a steady increase until it reached the figure of \$60,324.84 in 1931.

The last few years have marked a heavy cost of operating the hospital, there being many types of cases taken to the hospital that have formerly been cared for in their homes. The operating expenses of the home alone do not fluctuate a great deal from year to year. In 1930, the total cost for running the home was \$9,622.44. There was an average of 21.6 inmates per day at an average cost of \$1.36, or an average of \$496.40 per year per inmate.

There was a slight increase of inmates in the home in 1931 but the cost per inmate lessened. The total expenditure was \$10,735.28 with an average of 22.8 inmates per day, making an average daily cost of \$1.29 per inmate per day.

Table III Expenditures for Poor Relief in Larimer
County from 1920 to 1931

YEAR	TOTAL SPENT FOR RELIEF	COUNTY FARM AND HOSPITAL	OUTSIDE POOR
1920	\$26,788.00	\$14,722.17	\$12,065.23
1921	23,410.96	11,582.99	11,827.97
1922	28,862.01	11,725.87	17,136.14
1923	27,497.80	12,306.32	15,191.48
1924	29,512.77	15,616.51	13,896.26
1925	35,285.50	16,375.94	18,909.56
1926	73,759.09	51,902.65	21,856.44
1927	92,118.70	65,753.72	26,364.98
1928	103,238.68	70,091.16	33,147.52
1929	101,750.20	68,456.48	33,293.72
1930	109,114.87	71,774.25	37,340.62
1931	116,203.17	60,324.84	46,878.33

Outside Poor Relief

Outside poor relief is given to persons who remain in their homes rather than in the institution and is used primarily where the person requires temporary relief, and can be more conveniently and economically cared for at home than in the county home or hospital.

Each winter many in Fort Collins are aided in their own homes more humanely and more economically than they could be in an institution. This is especially true in the case of the aged who have friends or children willing to give them care but are unable to support them. This is also true in the case of the families with minor children, in the case of widows, and those seeking temporary relief.

As Table III indicates, there has been a gradual

growth of expenditure in outside relief since 1920 when the cost was \$12,065.23, to 1931 when the cost was \$37,340.62.

There are some real dangers of outside relief. Very often it encourages poverty by taking away the stigma of depending upon charity, and making the program a dole system.

As Chart number II indicates, Fort Collins has nearly two thousand individuals who were given some type of outside relief during the winter months of 1931-1932. Many of these are temporary cases but some men who have not had relief up to 1931 have been able to get through the winter with less struggle than ever before and will have a tendency to feel less responsible for their families' welfare in the coming winter of 1932-1933. Outside relief without close follow-up work and an attempt at rehabilitation tends to break down the recipients' morale.

In order to get a comparison of the winter months of 1932 in county poor expenditures with that of preceeding years, the following table has been prepared.

Table IV Giving Expenditures of Poor Relief During the
Months of January, February and March 1930-1931-1932

YEAR	MONTH	TOTAL FOR MONTH	COUNTY FARM AND HOSPITAL	OUTSIDE POOR
1930	(January	\$ 8,863.98	\$ 6,035.09	\$ 2,828.89
	(February	9,943.30	6,481.69	3,461.61
	(March	<u>10,224.08</u>	<u>6,417.51</u>	<u>3,806.57</u>
		\$29,031.36	\$18,934.29	\$16,097.07
1931	(January	\$10,825.50	\$ 5,630.50	\$ 5,195.00
	(February	10,888.78	6,447.77	4,441.01
	(March	<u>10,571.26</u>	<u>5,846.03</u>	<u>4,725.23</u>
		\$31,323.09	\$18,215.87	\$13,107.22
1932	(January	\$10,825.50	\$ 5,630.50	\$ 5,195.00
	(February	10,538.64	5,126.41	5,412.23
	(March	<u>12,707.01</u>	<u>4,873.23</u>	<u>7,833.78</u>
		\$34,071.15	\$15,630.14	\$18,441.01

The expenditures for the three periods show a total increase of \$5000.00 from 1930 to the same period in 1932, and an increase of over \$8000.00 in the same period of time in outside relief.

PART II

POOR RELIEF AND WELFARE WORK IN FORT COLLINS

POOR RELIEF AND WELFARE WORK IN FORT COLLINS

It is practically impossible to separate entirely the town of Fort Collins in its program of poor relief from that of Larimer County. Although there is much overlapping and even some duplication, they function as two definite separate organizations.

The development of the problem and of the care for the poor in Fort Collins is typical of most American towns. When the town was yet a mere village in 1871, Mr. R. Q. Tenney tells the story of a family which came to Fort Collins from Brighton in June. The family was destitute and within a few weeks a child in the family died. The people in the community took care of the funeral expenses and gave the family temporary relief until it became self supporting.

Fort Collins grew swiftly from 1871 to 1880 and has grown at a moderate rate since. There has been a continuous stream of families and fortune seekers coming for the better opportunities of the west and many of them have found themselves in dire need before they became established. The county assumed some responsibility from the earliest period of its existence for those to whom aid must be given. Much charity work was carried on during this early period by the churches, lodges, and other social organizations. As the population grew, so did the problem, but more organizations also came into existence which offered material aid. From the eighties through the nineties and

on through the first decade of the twentieth century, Fort Collins was going through the stage of "Middle Class Humanitarianism" which all American cities seemingly are unable to escape. It was a period when not only were the churches, the lodges, and all social institutions practicing wholesale alms-giving and each organization duplicating the worker of the other--but a period when the charitably-minded members of the well-to-do class carried on a variety of activities on behalf of the unfortunate members of the lower class.

The first development of the present organization for relief work in Fort Collins came about through the Chamber of Commerce. In 1918, Miss Ona Welliver, Assistant Secretary of the Chamber of Commerce, received many calls for relief of needy families. She, in turn, called upon her friends and various church organizations to bring clothes, quilts, and groceries to the Chamber of Commerce which was located in the "Scott House" across the street from the Post Office. A room in the building was provided for the storage of these goods and when application was made by a family with satisfactory proof of need, aid was given. In 1920, Miss Welliver became secretary of the Chamber of Commerce which made her additional work. In the meantime, the relief of the poor had become such a burdensome problem that it was impossible for one person to take care of the work in a satisfactory manner. So some of Miss Welliver's friends who had become interested in the work offered their

services in the supply room, which services were readily accepted. For six years up until 1926, the work was handled in this manner with Miss Welliver directing the work and different friends assisting her.

Finally in 1926, the work was put in the care of Mrs. Jennie Thomason who was at that time the secretary of the Red Cross and was doing some very efficient social work. With the growing need and this new arrangement, it was thought necessary to have a more suitable room for handling the work of poor relief, so an office was established over the Woolworth store. In a short time, this also proved to be unsatisfactory, and the office was moved to second floor rooms over the Lyric Theatre. It was here that the first attempt was made toward a definite systematic welfare organization. The need for a better system was apparent on all sides--. Several churches, lodges, and social organizations were attempting to give aid which in many cases was all but scientific. Although there were many in need, much of the work was wholesale almsgiving which duplicated the work of the county and badly over-lapped the work of the various organizations.

Mrs. Thomason, seeing the need of cooperation, immediately made arrangements and encouraged the various organizations to bring their supplies to her office. Thus, within a short time, 35 organizations were supporting Mrs. Thomason in her work by bringing their supplies to her for distribution. She organized each of the 35 agencies for

definite types of work, and showed the women how they might easily make over garments in an efficient manner in a very short time.

The Red Cross was interested at that particular time in the ex-service man and his family but the work of the Red Cross had become so great in caring for the needs of the general public that little attention could be given to the ex-service man. In the meantime Orpha Taylor, a disabled American Veteran had become very much interested in the welfare of his local "Buddies" and volunteered to assist Mrs. Thomason in her work. He was readily accepted and given charge of all ex-service men and families. This was in 1926. He has been working with the ex-service men under the auspices of the Red Cross since that date.

Through the decade from 1920 to 1930, for the most part, the work was carried on without financial aid. That is, there was no attempt at subscriptions and all money handled came in as volunteer gifts. Of course, some money was given by the Red Cross but this was limited and only available for certain cases and could not be used for the general public.

The early spring of 1930 suddenly ushered in a noticeable increase of families in dire want and suffering. It was useless to go on, expecting efficient welfare work to continue without a plan of proper financing.

Not only did those in charge realize that the work was not as efficient as it should be, but the Chamber

of Commerce, the churches, the lodges, various social organizations and business men were voicing their criticisms of the lack of efficiency, and of duplication. No particular individual was to be blamed but rather those in charge were to be praised for their volunteer work for almost a decade without the soliciting of funds. Finally, when it became impossible to carry on without a change in policy, Mrs. Thomason, through the local papers and the Chamber of Commerce, asked for financial aid.¹

The Chamber of Commerce, in a meeting held November 21, 1930, considered the problem of relief in Fort Collins and decided to take definite steps in an effort to systematize charity work to the end that more effective use might be made of funds and energies devoted to the work. At this meeting, it was decided to invite various organizations of the city to participate in a meeting to be held at an early date.

The Chamber of Commerce not wishing to assume the direct responsibility was active only in making contacts with the numerous agencies and placing before them the proposal of organizing. The plan amounted virtually to an associated charities movement. It was believed that more good could be accomplished for the deserving needy than under the old method by which many undeserving cases were

¹ The above information from interviews with Miss Ona Welliver, Mrs. Jennie Thomason, Mr. Charles Modar, Mrs. Charles Lowell, and Mr. Orpha Taylor.

encouraged to come to the city where charity was liberal, while some cases were unintentionally overlooked and in other cases there was duplication of assistance.

The Chamber of Commerce listed all organizations which engaged in charity activities in Fort Collins and made arrangements for each organization to send representatives to the proposed meeting.

Finally, arrangements were completed and all those interested were invited to meet in a mass meeting called at the Court House, Tuesday evening, Dec. 2, 1930.²

Organization and Development of the Social Service
Exchange (December 1930-June 1931)

The mass meeting of all organizations and individuals interested in poor relief and welfare work was held in the Court House on the evening of December 3, 1930 with Fred W. Stover presiding and Byron Albert acting as secretary. Sixty persons were present representing 26 organizations.

After much general discussion, definite action was taken toward the formation of an association of "Welfare work agencies" of the city. A temporary committee was named, composed of one representative from each organization participating, which in turn met and made more concrete plans naming Wayne Hackett its president and A. H.

² Mr. D. L. Anderson, Secretary Chamber of Commerce, March 5, 1932.

Crosby its secretary. This committee of 26 members named a sub-committee, composed of Mrs. Charles A. Lory, Chairman, W. R. Stuart, Mrs. E. F. Resek, Oscar B. Seyster and Mrs. Jennie S. Thomason.

On the sub-committee, rested the responsibility of making final arrangements for a permanent committee to perfect the organization. Two meetings were held, one December 3, another December 4, and finally a choice of officers for the executive board was made that has had much to do with the success of Fort Collins Associated Charities. T. B. Carpenter was chosen Chairman, Charles H. Modar was chosen Secretary, and Rev. William H. Elfring was chosen treasurer. Other members selected to work on the executive board were T. H. Robertson, Mrs. H. C. Bradley, Mrs. Tom Adam, and Mrs. Charles L. Lowell. This executive board held its first meeting Thursday evening, December 11, 1930. The members began immediately preparing a list of names of worthy poor of the community for relief and welfare visitation. The following Monday morning a second meeting was called for, the same purpose and each organization, doing some type of welfare work in Fort Collins, was requested to send in names of worthy needy.

Many people of the city and some of the organizations concerned had a misunderstanding of the purpose of the organization and of the purpose of the Executive Board. The purpose was not, as many thought, merely to systematize welfare efforts of the various organizations of the city

for the Christmas season, but to systematize the work permanently. The work of the board was not to receive money for welfare work directly. Its purpose was to serve as a "clearing house" through which the existing organizations could work. All organizations submitted lists of needy cases of which they were advised; the board made up a single list of these to prevent duplications and apportioned the cases among the organizations to be given such relief as was possible.

At the meeting of the Executive Committee of "Associated Charities" December 15, 1930, the name of the newly organized welfare group was changed to Social Service Exchange. The first duties of the exchange were to act as a clearing house, to collect names, investigate cases, and distribute them to the various agencies in order to prevent duplication.

That same day, the Social Service Exchange opened a room at 204 Linden Street, furnished by the Elks Club, a center for the Christmas welfare work of the community. Mrs. Mary McNall was in charge of the room for two weeks, receiving baskets and provisions for the needy which had been held by the organizations forming the exchange, until a place was made ready to receive the donations.³

The new organization was faced with the pressing work of preparing Christmas baskets for the poor of the

³ Express-Courier. December 16, 1930.

community. The board decided that each organization should fill as many baskets as possible and distribute them to families whose names were given them from the exchange, or notify the exchange what families they had taken care of.

At this time, Rev. William H. Elfring, who was treasurer of the executive committee, was also made treasurer of the Social Service Exchange. He immediately began accepting money donations to be used in purchasing necessary food to complete the Christmas baskets.⁴

"The most surprising thing about the work" said Wayne Hackett, chairman of the Social Agencies, "is the way the public has responded from the very first. We have not made of it a community chest and campaigned for funds but have only made appeals through the local papers and the various organizations. The response from the public has been wonderful. Of course, we could have used more money, but the treasury has never been low enough on funds to cause concern."

Truth of the statement by Mr. Hackett was evidenced by the response in sending out 249 baskets estimated at \$5.50 each, to the worthy needy of Fort Collins, who might otherwise have faced a Christmas with empty larders and nothing to fill the stockings of the children.

The enthusiasm displayed by the workers and the encouraging support on the part of the public inspired the

⁴ Express-Courier. December 18, 1930

Social Service Exchange to become a permanent organization. Its permanency was assured says the Fort Collins Express-Courier when, December 29, plans were made by the Executive Committee for maintaining the headquarters on Linden Street at least until the spring of 1931."

The Express-Courier, Monday, December 29, 1930, further states:

"Plans for the future of the organization will be based on the experience of the workers during the brief existence of the exchange since the fore part of December, when it was created to take care of the worthy poor in the crisis which arose before the holidays, when there was no one organization through which names could be cleared in welfare work. It was found that 60% of all names entered as needing help appeared on two or more lists.

"The exchange will not make a drive for money, having collected money for the Christmas baskets only in the event of the crisis which occurred before Christmas.

"The exchange will act as an educational force in the community showing the people and representatives of welfare organizations how to investigate cases where help is needed."⁵

Immediately criticism and doubts began to be voiced regarding the advisability of such an organization and its efficiency. Many agencies hesitated to work under

⁵ Express-Courier. December 29, 1930.

the direction of the Social Service Exchange. This was mostly due to a failure to realize fully the motive and the plan of organization.

In order to clarify the doubts and rumors manifested by many organizations, Wayne H. Hackett and C. H. Modar secretary of the Social Exchange, addressed these organizations with a form letter which follows:

"The Social Service Exchange came into existence through appointment by a committee authorized by representatives of agencies doing welfare work. The purpose of the exchange is to secure cooperation of all agencies and to form the medium through which all endeavor of individual groups may clear information impartially and thus avoid duplication of effort in doing welfare work in Fort Collins. The exchange as a distinct group, is not an agency to do welfare work, but rather is the group through which all welfare efforts in this community should clear in the matter of information. A master record is being kept by the exchange. The actual welfare work done, continues as the responsibility of the agency doing the work.

"To assist the exchange in formulating plans for systematic coordination of effort it is necessary to secure information from each agency. The exchange must understand the extent of the work done in the community in the past and learn from each individual agency the work planned for the future. From the statements of each agency, the formation of a plan for a systematic coordination of all ef-

forts will be undertaken at once by the exchange. Such plans formulated by the exchange will be submitted to the social agencies council for discussion of necessary changes and adoption by the Council.

"The Social Agencies Council is composed of one executive from each agency, appointed to the council by the agency he or she represents. The work of the council is putting into practical application, the coordination of the welfare work undertaken by all agencies in this community."

In order to get new ideas, and the unanimous sanction and cooperation of all agencies the following questionnaire was also sent:-

1. Can you as an organization take complete care for the year of any families? If you can, how many families? If you cannot take care of a family completely, can you furnish food, money, new clothing, old clothing or fuel during the year? Please state approximately how much and at what time in the year such provisions may be expected.
2. Do you wish to give your donations direct or through a distributing organization?
3. In your welfare activity, do you wish to make your own investigation? If so, how?
4. Will you report names investigated to the Social Service Exchange headquarters at 204 Linden Street, phone 2138-W?

5. Who in your organization will act on a central investigating committee? Give names, phone, and address.
6. What would your organization like to do in the way of help if the above questions cannot be satisfactorily answered?⁶

The above letter and questionnaire helped to clarify some questions in the mind of the public, but failed to have the desired effect of obtaining the support of all agencies.

Two weeks later, Monday, January 19, a welfare meeting was called to meet at the Chamber of Commerce. It was urged that the official representatives or presidents of the various welfare organizations of Fort Collins, which comprised the social agencies council be present, to hear the report of the executive committee of the Social Service Exchange and their opinion as to the proper program for future welfare work in the community. Less than twenty organizations were represented at this meeting but a step was taken which gave the Exchange a greater opportunity to function. By an unanimous vote, the Social Service Exchange was appointed and empowered as a central welfare organization of Fort Collins.

This act gave the Exchange the power to act as a committee not only to dispense money, food and clothing

⁶ Fort Collins Express-Courier. Sunday, January 4, 1931.

but to raise funds for welfare work in the community. In other words, it was the step that put the organization on the basis as it is at the present time. All other welfare organizations in the city were from that time affiliated with the Social Service Exchange through the Social Agencies Council which was to continue in order that the organizations interested in welfare work would be united in the work as a single enterprise.⁷

Although the Social Service Exchange was now empowered to raise funds, it continued with the policy of depending upon volunteer donations without a special subscription drive.

However, the public was asked through the local papers to make donations of money, shoes, stocking, underclothes, and overalls or anything that would help in caring for the needy families. A special request was sent to the various welfare agencies to give their help through the exchange, in order that an even distribution would be made.

Wayne Hackett, who had been in charge of the headquarters of the Social Service Exchange through January tendered his resignation. Rev. William H. Elfring, the treasurer of Social Service Exchange was put in charge and paid a salary of \$25.00 per month. His duty was to keep the supply room open from 1:30 to 5 o'clock each afternoon and to direct in the giving of supplies.

⁷ Fort Collins Express-Courier. Tuesday, January 20, '31

Functioning of the Fort Collins

Social Service Exchange

From the above, one will understand that the tendency was to make the Social Service Exchange of Fort Collins a clearing house for the various organizations that are doing some type of welfare work.

The Council of Welfare Agencies is composed of fifty-four of the sixty-one organizations in Fort Collins doing some welfare work. Each organization has one representative to the council making an agency of fifty-four members. The group is organized with the regular officers of President, Vice-president, and Secretary-Treasurer, and each representative is responsible for the organization he or she represents, in its cooperation with the Social Service Exchange.

The Council of Welfare Agencies passes upon the policies and elects the officers to the Social Service Exchange. The Social Service Exchange representing about 80 per cent of the people of Fort Collins makes this type of organization very democratic in its entire makeup.

The members of the executive board of the Exchange, which was composed of seven members when first organized and later nine members, are responsible to the Welfare Council for their position, but are given full responsibility for the maintenance and functioning of the exchange which eliminates red tape that would interfere with

the smooth running of the organization.

Chart I

Organization of the Social Service Exchange, Fort Collins, Colo.

COUNCIL OF WELFARE AGENCIES 54 Members

EXECUTIVE BOARD OF THE SOCIAL SERVICE EXCHANGE 9 Members

Chairman of the
Department of
Investigation

Purchasing
Committee
5 Members

Head of the
Relief Station

Case
Investigators
20

Chairman
Employment
Council

Caretaker
of Supplies

Assistants in
Relief Station #
5

It is not the policy as many Fort Collins Citizens think, for the investigation department to send out investigators in search of those in need. The department is extremely busy taking care of those cases which apply in person for aid and would not be expected to make calls on those which have not requested it. Various organizations, churches, schools, or individuals may call on the exchange to make an investigation and an investigator will be sent as soon as possible to the home of the one consid-

Outline of Organization furnished by Rev. William H. Elfring.

ered in need.

When an applicant applies at the relief station, 204 Linden Street for aid, the name and address may be given to either Rev. William H. Elfring, head of the relief station, or to Mrs. Charles Lowell, Chairman of the Department of Investigation. If it is given to Rev. William H. Elfring, he will hand the name to Mrs. Charles Lowell who in turn will, if it is an emergency case, send an investigator to get the details of the case at once. If not an emergency case, the investigation is expected to be made within the next twenty-four hours. When the investigator returns with the information regarding her findings, she reports to the chairman of the Department of Investigation her data on the case and these two determine the needs of the case--if any. If there is an able-bodied man in the family, he is required to work for the supplies obtained at the rate of twenty-five cents an hour and in this manner he may obtain new clothing if desired.

The exchange gets nothing in return for the work but rather the city furnishes the work and receives the benefit of it without any cost. This policy was introduced in order that the family applying for aid will not be reduced to pauperism but rather will retain a sense of independence and self respect.

In order to acquaint the public with the work of the Exchange, the Executive Committee announced, at a meeting held February 2, 1931, at the Chamber of Commerce, that

the books of the Exchange were open to the public for inspection at any time. The Committee also urged the public to visit the headquarters and acquaint itself with the work being done.

Rev. Elfring who had been put in charge of the headquarters of the exchange resigned his position as treasurer May 7, and T. H. Robertson was appointed treasurer. The organization had been operating a little over a month and reported a balance of \$708.92 which was again a testimony of the fine spirit manifested by the liberal public.

At this same time, a publicity committee for the exchange was appointed, the members on this committee were Mrs. H. C. Bradley, Wayne Hackett and Miss Frances Carpenter. Mrs. Charles L. Lowell and Rev. Elfring were appointed advisors to the purchasing committee.⁸

The report made by Wayne Hackett for the month of January was to the effect that 75 families of the 250 families named in the master list of the Exchange had received help through headquarters of the Social Service Exchange.

Most of the others of the 250 families were cared for by the organization belonging to the Social Agencies Council. For the entire winter from September 1930 to May 30, 1931 relief was given through the Social Service to 216 families consisting of 967 people, with an expenditure of only \$994.93, since most of the supplies given were donated

⁸ Express-Courier. May 8, 1931.

by the public.⁹

After a winter of caring for the needy families of Fort Collins, the workers realized that the work was in many respects temporary and quite experimental but it was hoped that most of the weaknesses of the system might be remedied before the winter of 1931-1932.

The work was discontinued May 30, 1931, and the Social Service Exchange room closed for the summer months. It was hoped that the conditions due to low wages and unemployment would be right through the summer months but in this the Exchange was to be disappointed. An economic situation which had affected the whole world was not to be readjusted within one short season. However, the Executive Committee realized that the need was not by any means past, so immediately arrangements were made for the accumulation of clothes for the cold months of the following winter. Mr. Charles McMillian donated a truck to gather discarded clothing at the fifteen fraternities and sororities of the city and from various other organizations and private homes.

In order that the work in the fall of 1931 would not be delayed, officers for the coming year were elected in the Social Agencies Council in May. Dr. O. L. Smith was elected President, and J. C. Phillips, James Mason, Mrs. Mary Stover were elected new members of the Social Service Exchange.

⁹ Fort Collins Express-Courier. June 6, 1931.

Through the Express-Courier, the public was thanked for the royal support given the Social Exchange and was requested to keep the needy of Fort Collins in mind during the summer months, by saving discarded clothing for distribution through the exchange for the following fall.¹⁰

¹⁰ Fort Collins Express-Courier. June 1, 1931.

PART III

THE SOCIAL SERVICE BUREAU
SEPTEMBER 1931 TO MAY 1932

THE SOCIAL SERVICE BUREAU¹

SEPTEMBER 1931 TO MAY 1932

By the later part of August 1931, the Executive Board of the Social Service Bureau realized that the problem of the coming winter probably would be as great, if not greater than the past winter. Wages were low and a surplus of laborers gave many families merely a living wage for the summer months, which made it impossible to accumulate and save for the coming winter. The grocery stores and the local sugar company expected to continue their "no credit" policy through the coming year even more doggedly than they had in the past. With the growing need in mind, the Board met at an early date, Friday, August 28, to consider methods of financing the work, and of giving aid for the coming season. It was thought that the work could be carried on without a soliciting campaign for funds but appeals were made through the local papers and the week of September 6 to 13 was set aside in Fort Collins as a week in which the employed were requested to give their assistance in helping the unemployed.

The Social Agencies Council of the Fort Collins Social Service Exchange made the appeal. The council headed by Dr. O. L. Smith was at this time comprised of thirty-two organizations, of which, more will be said later. Dr. Smith made his appeal direct to all service clubs, social

¹ The Social Service Exchange was renamed Social Service Bureau, January 1932.

organizations, and all charitably inclined individuals. An extract from his request follows:--

"We urge you to use your cooperative and individual influence to aid the social orders of this community this coming season in their efforts to help those less fortunate than yourselves.

"It is anticipated that the need will be greater this year than in years gone by and the Social Agencies Council, to which the majority of homes in the community belong through the individual's membership in organizations which are a part of the council, asks every one to give this matter serious consideration, in order that when all are approached, they will be able to assist those who have assumed the responsibilities of this work to the best of their ability".²

The next day another letter appeared in the Express-Courier, addressed to all employed persons, with a hope that response might be made individually on the part of the employed in the giving of a day's pay or more.

The employees of most of the business houses in the city gave a day's salary, and many stores gave \$10.00 a month in merchandise to the exchange. Not only the employees in the city but practically all professional men including the teachers in the public schools and the college gave a day's salary to the cause. On Friday of the

² Fort Collins Express-Courier. Monday, September 7, 1931.

unemployment relief week, the treasurer, T. H. Robertson, reported that the relief fund had reached the figure of \$1,100.00³

Owing to the fact that the response to letters sent to employers and their employees asking for donations was not as great as was expected and that the pressing need demanded sufficient funds, members of the Social Service Bureau Board altered their "No Solicitation" policy and organized to make personal calls on employed people. In the meantime, many employees were reached through personal letters and the response was so favorable that it was decided to resort to the letter method of obtaining funds. Regardless of the heavy expenditure to which the exchange was put during the winter months of 1931-1932, the work was carried on very effectively with very little urging from the public for financial aid.

A table of financial income and expenditures of the Social Service Bureau may be found in the appendix.

³ Fort Collins Express-Courier, Tuesday, Sept. 8, 1931.

Fort Collins' Problem of Indigents

Many factors contributed to the tremendous problem which confronted Fort Collins during the winter of 1931-1932. The world wide depression took toll with in a community that depended upon one seasonal crop and season labor for its livelihood. The beet industry has always brought the problem of short seasonal work. Unfortunately many of the laborers, even though in the past they had made an income through the summer months that would keep them safely through the winter, were unable to save their money and spend wisely. Perhaps local business men and especially second-hand car dealers are to blame in many cases. The installment plan of buying looks so very easy but so often the beet laborer is the heavy loser.

Mr. Ed. McRae, manager of the Employment Bureau, says that his records show that the men, who have obtained aid through the exchange and have applied for work, had only an average of six week's work from May 1931 to November 1931. An average of thirty cents an hour for the six weeks would give these families a little over \$100.00 each on an average for their summer labor.

Fort Collins as well as other beet industry towns has for many years had the problem of unemployment through the winter months, but both the sugar company and the local grocery stores have offered some kind of credit that enabled the laborers to live through the winter without ap-

plying for aid.

In 1930-1931, many grocery stores were forced to go on a cash basis, while others, due to losses, were forced to close their doors and discontinue business.

One grocery store was running on the very small capital of \$2000.00 which the wife had inherited. The man and his wife were very poor managers and offered credit to customers as long as they were able to get credit from the wholesale houses, but finally credit from the wholesale houses was discontinued which immediately disrupted business. The result was bankruptcy and \$5,000.00 in outstanding accounts was never collected.

At one time there were over 40 grocery stores in Fort Collins, and about two-thirds of them gave credit; but so many thousands of dollars were lost that credit has been discontinued to most of the laboring class when not employed.

When conditions were normal, and the local sugar company assumed some responsibility for the Spanish, the Spanish were able to get credit for which the sugar company shared some of the responsibility. However, for the past few years, the company has felt that the responsibility lies with the community, that the Spanish are in Larimer County to do the work the Americans in the past have refused to do.⁴

4 Ed McRae--Fort Collins Employment Council. Mar. 3, 1932
Interviews with grocery & business men. Mr. H. Riddell.

As was mentioned above, Fort Collins has always had many people unemployed through the winter months, but most of the families which had not earned enough in the crop season to keep them through the winter months, were able to get some type of work through these months which enabled them to provide food and shelter without asking charity.

That work was not available in the winter of 1930-1931, was shown by the fact that by the first of February there were 250 men and 200 women listed by the employment bureau who needed and wanted work, and if work could not be obtained, they would have to resort to charity. Before the middle of February, most of those who made application for work were forced to yield to charity.

Chart II

Number of Cases who Received Aid Through the Social Service Bureau from September 1, 1931 to April 1, 1932⁵

CAUSES OF POVERTY	CASES	AMERICAN	SPANISH
Unemployment	198	120	78
Old Age	30	21	9
Husband Deserted	10	6	4
Husband in Pen	6	3	3
Physical Disability	19	13	6
Insufficient Income	82	65	17
Sickness	31	17	14
Widow with Minor Children	38	21	17
Shiftlessness	<u>27</u>	<u>14</u>	<u>13</u>
TOTAL NUMBER OF CASES	441	280	161
TOTAL NUMBER OF ADULTS	710	468	242
Had Minor Children	352	228	124
TOTAL NUMBER MINOR CHILDREN	1217	738	479
AVERAGE NUMBER MINOR CHILDREN	3.52	3.24	3.87
TOTAL NUMBER OF INDIVIDUALS	1927	1206	721
NUMBER OF CASES INVESTIGATED	341	185	156
NUMBER OF CASES GIVEN RELIEF	441	280	161

Although the above table enumerates for us the extent of the problem and the direct causes of the condition, in many cases it fails to show the indirect causes for the poverty condition. In most of the cases, it is not the fault of the individual, although in some cases he is to blame. In the case of unemployment, it's very much as the Fort Collins Employment Council says, "A man is out of a job--no fault of his. The fault doesn't matter. What does matter is that he is out of a job."

⁵ Records of the Fort Collins Social Service Bureau. Social Service Exchange was renamed Social Service Bureau, May, 1932.

We haven't any way of knowing except through an accurate case history, the indirect cause of a man's present condition.

We know that unemployment, insufficient income, widowhood, sickness, physical disability are for the most part cases over which the individual has no control. Yet often the individual is to blame when he loses his job or when he faces old age without life's necessities. Often sickness could have been prevented but for the individual's carelessness. So back of all the direct causes mentioned for the causes of poverty in Fort Collins, lies that indirect factor which has had its influence in bringing the individual to his present status.

The table gives a clear picture of the number of Fort Collins poor. The public has believed that the Spanish constitute the real relief problem, but up to the fall of 1930, few Spanish were aided. Those engaged in the beet industry were extended credit by the sugar factory. As was mentioned above, the practice was discontinued in the fall of 1930. This made a decided increase in requests by the Spanish element as well as by the non-Spanish during the winter of 1931-1932.

Three hundred and fifty-two cases had minor children with an average of three and fifty-two hundredths children to the family. Two hundred twenty-eight non-Spanish cases had an average of three and twenty-four hundredths children to the family, and one hundred twenty-four

Spanish cases had an average of three and eighty-seven hundredths children to the family.

The table shows 100 more cases given relief than were investigated. An effort was made on the part of the investigating chairman to have every case thoroughly investigated but there was a tendency to give relief, considered temporary, with merely an investigation at the Bureau's office in the relief room. Generally, in this type of case, a record was kept of the supplies given but not of the brief investigation. However, it is interesting to note that only five Spanish cases were given aid without an investigation, while 95 non-Spanish cases were given relief without a thorough investigation. An accurate figure on the number of cases investigated and refused aid was not obtained but it was estimated by the chairman of investigation that from 3 to 5 per cent of those applying were refused aid.

The big problem as the table shows is unemployment and insufficient income, there being 82 cases under the classification of insufficient income and 198 cases classed under unemployment.

A very few cases coming under these two classifications had previous to the winter of 1931-1932 been forced to apply for aid. For the most part they were high type citizens who had been the unfortunate victims of a world wide changing economic order.

Those classed under insufficient income were

families which in the past had had an income that was sufficient for their maintenance, but with low prices and low wages in the summer of 1931 they had an income that would not suffice the family expenditures. A small per cent of these families live in the country and a few can be classed as farm laborer families which move to town for the winter months expecting to find enough work through the winter months to support them.

The unemployed cases have many things in common with those of insufficient income, but under this list are those who have not been able to obtain enough work to support their families. Many who had steady jobs have been let out and have no income at all. Many were beet workers who were unable to get sufficient contracts in the summer of 1931 and were unemployed even during the working season. Some cases were of railroad employees who had been laid off because of the railroads' economy programs. Two school teachers, who were unable to get positions, faced the winter without any means of supporting their families and were forced to accept charity. A few cases of the business type of family, clerks and bookkeepers were dismissed by their employers and became recipients of aid. Even Uncle Sam contributed to the Fort Collins unemployment situation by announcing to some men in February that their services would not be needed any longer, and two of these men, one nearing sixty years of age, were seen by the writer, working in the county wood yard six weeks later. However, for

the most part, those coming in the unemployed list are those who have depended on work being available, and in the past have been able to make a comfortable living but now without work that could easily be obtained in normal times these have become very dependent and are as lost sheep without a leader. Although most of this group is of the better type citizen, the County Superintendent of the Poor and the Social Service Bureau have a great responsibility in making proper and wise contacts in their dealings with these people in order that the families of the unemployed will maintain their morale.

The Spanish

No attempt is made to separate the American-born Spanish from the Mexican born in old Mexico. For our purpose we shall speak of all Spanish-speaking people in and near Fort Collins as Spanish.

During the summer of 1931, there were 386 Spanish families in or near Fort Collins, and a total number of 1300 individuals. During the winter months there were in the same community, 286 families consisting of 953 individuals.

Fort Collins citizens often raise the question as to why practically 10 per cent of the population is made up of the Spanish element.

When the sugar beet industry was first developed in Larimer County, there was a great scarcity of laborers,

and Russian-Germans were encouraged to come to the West in great numbers to tend the beets. Within a very few years, these Russian-Germans began acquiring the land and became leading farmers in the community. Today they own some of the finest farms in Larimer County.

With this new development, the question of farm labor again became a problem. This problem was solved by bringing in natives from old Mexico by the train loads. In order to avoid bringing in foreigners under labor contracts, after the first two years, the Spanish American was encouraged to come from other states such as Texas and New Mexico.

They were encouraged to come to Fort Collins because the non-Spanish were unwilling to do the work that was thought to be beneath his social status.

However, the thing that we are most concerned about is the tendency of the Spanish toward poverty.

The problem of Spanish charity seekers in the winter of 1931-1932 was greater than ever before, which of course is also true of the non-Spanish. However, the Spanish show a much higher percentage obtaining relief than that of the non-Spanish.

In the winter of 1930-1931, Harvey Riddell, employee of the Grest Western Sugar Company, reported that 17 per cent of the people receiving aid from the county were Spanish. The same date for the winter of 1931-1932 shows a decided increase over that of the pre-

vious year.

From Chart III, page 72, we see that 721 or 75.60 per cent (on the basis of 953) of the Spanish American people have obtained aid through the Social Service Bureau in the winter of 1931-1932.

Fort Collins, with a total population of 11,489 minus 953 Spanish, leaves a total non-Spanish population of 10,536 of which 1206 or 11.40 per cent received aid during the winter.



A Scene in Spanish Colony



A Happy Prosperous Spanish Home

Chart III

Giving Total Population of Fort Collins Percentage (Winter, 1931-1932) of American Whites and Spanish Who Received Aid from Social Service Bureau

TOTAL POPULATION OF FORT COLLINS	11,489
TOTAL NUMBER RECEIVING AID	1,927
PER CENT RECEIVED AID	16.70
NUMBER OF NON-SPANISH	10,536
NUMBER RECEIVED AID	1,206
PER CENT RECEIVED AID	11.40
NUMBER OF SPANISH	953
NUMBER RECEIVED AID	721
PER CENT RECEIVED AID	75.60

The Spanish are often spoken of by the non-Spanish white as a "child-like people". In some respects, we may be justified in using this term but it cannot be applied always. The Spanish who come to Fort Collins are for the most part of the laboring class, uneducated and often very ignorant, which makes them easy victims to many pitfalls that keeps them on the starvation line. Very few of them

become naturalized since they expect to return to their native land. Little attempt is made to accumulate property. They have not, in the past, been overly concerned about being able to live through the winter since the farmers and the sugar company made provision for their credit through the winter months.

In the winter of 1928-1929, the Sugar Company gave credit for groceries and rent to the extent of \$6000.00 but lost \$800.00. Since that time the company has assumed no responsibility, taking the position that the company pays nearly \$5000.00 to the county poor fund, a sum that will more than keep the Spanish element. At the present time, that is far from true, when our poor fund exceeds over \$100,000.00 each year and when it is estimated that 30 per cent is used for the Spanish.

At the present time, every effort possible is being made to send the Spanish back to the state from which they came or to old Mexico, in order that the non-Spanish may have better opportunities to receive employment. However, it may be only a temporary situation since under the burden of unemployment, many Americans are willing to work in the beet fields, but with a return to normal times they will be willing to have this work done by the Spanish.

Homeless Men

Fort Collins has the unrecognized problem of homeless men, unrecognized because neither the county, the

Social Service Bureau, nor the public realizes that within Fort Collins there are at least fifty men who might be placed under this category.¹ Six of these men were interviewed. In the group there were two prospectors, two cowboys, one miner and one common laborer. All were past fifty-five and one was sixty-five years of age. Fourteen of these homeless men are receiving aid from the county but most of the others are able to get along in some manner without accepting charity of any kind.²

These fourteen men are not sent to the county farm because of the crowded conditions there and also because the men can be cared for outside an institution much cheaper than within. Many of them get something to do at odd times which helps toward their support. Each summer, the two prospectors interviewed are successful in getting some one to grub stake them and they may be seen wending their way back to the sediment beds of the mountain streams hunting the precious metal that has pricked their hopes through many years of unsuccessful toil. They have obtained just enough gold to whet their hopes that some day they will make successful strikes.

The homeless men who are the recipients of county aid, have rooms in cheap hotels or rooming houses or in

¹ There isn't any accurate method of obtaining the number of homeless men in Fort Collins, but the writer through interviews with several such men received estimates which was from fifty to seventy-five, so the conservative number of fifty is used.

² Mrs. Wilson B. Temple, Assistant to Superintendent of Poor, Larimer County, Colorado.

private homes or live in what Fort Collins community terms as shacks.

Smoky Hollow



To the east of the highway out North College Avenue, near the city limits, is a group of shacks down in a hollow which is known as "Smoky Hollow".

Many Fort Collins citizens pass this little settlement each day but few are aware of the existence of life within its portals.

Most of the houses are mere shacks, sided with heavy paper and several of them have tent roofs. In this "primitive" place exist fifteen people. How they get along is somewhat of a mystery. A few have some savings, others are able to work when work can be obtained, but somehow all get along and when questioned they say, "We're getting along fine."

The best insight into the life of Smoky Hollow is

expressed by Mr. H. F. Kane, one of Smoky Hollow's residents. Mr. Kane is an old cow hand, privateer and an editor. Seldom a day passes that he will not be seen in the Fort Collins Public Library reading and studying social and economic problems. Several of his articles on social legislation have appeared in the Denver Daily News. Mr. Kane's statement regarding Smoky Hollow follows:

"Smoky Hollow might almost be termed as 'a port of missing men.' Few visitors come here; the church does not know us, the law passes us by; the press is not in evidence; organized charity hardly gives us a glance.

"We are single men and superannuated workers in various industries. Here are several veteran coal miners, one of them suffering with miner's consumption. Here is an old privateer and editor. Here are laborers and unskilled workers. We are either past regular work or are of an age when opportunities of finding employment, especially at the present time are slim, indeed.

"Some of us have fought for labor in great industrial struggles. We are all interested in economic questions and heated discussions are frequently heard.

"There are pronounced views on political conditions though few of us are qualified electors.

"In Smoky Hollow, life flows placidly on with little that is unusual to vary the monotony. Our view is obscured by the high banks of the railroad and only a small section of the highway is to be seen. One event of never-

failing interest is the coming of the Colorado and Southern South-bound fast freight, the 'Hobo Special.' It slows down passing our neighborhood and we can see the 'army of the vanquished' sitting on top of box cars, standing inside of box cars, riding on flat cars, or hanging on to oil tanks--dozens of men and an occasional woman. Coming and going, these wanderers are compelled by the depressed conditions, and often by the public officials to float and are then condemned for being floaters--'Get out of town, we don't care where you go'. These wanderers are a very plain symptom of an acute economic disease that is not receiving treatment.

"We are only dejected members of society, being womanless and beyond the pale. But on the hill to our north, a woman lives in a shack and is one of us. She interests herself in the welfare of our aged sick, visits them frequently and renders such services as she can. She truly exemplifies the beautiful charity of the poor. It also can be said that all of our people are sympathetic and helpful toward each other.

"Smoky Hollow represents the failure of our civilization to provide properly for its aged people. Here is a forceful illustration of the necessity for a complete system of social insurance in the United States. The inhabitants of Smoky Hollow should be living in decent houses and be provided with good food and clothing. We have all been productive workers and evidently belong to that great mass

of people who have been deprived of their birthright.

"We do not want charity. Charity is insufficient and degrading, only a make shift and a costly one for a system that should afford economic protection, old age pensions, unemployment insurance, sick and accident insurance, good medical treatment and hospitalization. All these would be more humane and would cost less. When 65 per cent of our aged people in this country are dependent upon others, something is vitally wrong with our present economic system. That wrong must be and will be righted in the near future. We have not yet even made a start toward economic justice. Smoky Hollow represents a passing place in American life."¹

Most homeless men have in the background of their lives, a history that has diverted from the normal. Many have been fortune seekers or wanderers. Their youth was a life of adventure. They never were willing to settle down to normal home life. On the other hand, some have been the victims of broken homes and have turned to a life of lonely wandering. Many of them are past the stage of becoming progressive citizens but on the other hand, many of them are progressive in spite of their rejection by society. Social welfare work is interested in the child and youth, but much good could be done with the homeless man, in making it possible for him to live the normal life.

¹ Interviews with Mr. H. F. Kane, Fort Collins, Colorado.



Views of Smoky Hollow

PART IV

MEETING THE PROBLEM OF INDIGENTS IN
FORT COLLINS

MEETING THE PROBLEM OF INDIGENTS IN FORT COLLINS

The writer continually has been on the lookout for public opinion regarding the efficiency of relief work in Fort Collins. Many citizens are not interested enough to talk on the subject, while others talk too much, with a volume of criticism but non-constructive. After getting the views of the minister, educator, business man, the townsman, the man on the street corner, the public official and the laboring man who has been the recipient of aid, it becomes evident that the public is very poorly informed as to the scope of work being carried on by the various organizations in Fort Collins. interested in social welfare work

The Social Service Bureau, under the auspices of the Social Service Council,¹ acting as a center of all relief work, deserves the praise of the community for the work which was accomplished during the winter of 1931-1932. Not only did the Bureau give aid to the needy but all organizations, even the schools, were organized to do some kind of welfare work.

Fifty-four organizations are members of the Social Service Council and all have contributed toward the program as directed by the Bureau.

A list of the organizations belonging to the Social Service Council with the name and address of representatives of each are as follows:

¹ Name changed from Social Agencies Council to Social Service Council January, 1932.

Members of Social Service Council

American Legion	Ray Barger	920 West Oak
Auxiliary American Legion	Mrs. John A. Conrey	418 West Myrtle
Aventist Church	Mrs. R. F. Schmidt	
Baptist Church	Mrs. N. L. Beebe	315 South Sherman
B.P.O.E.	Dr. A. P. Alexander	
Business and Professional Women	Miss Maude Rumley	Northern Hotel
Boy Scouts	M. A. Durfee	Y.M.C.A.
Campfire Girls	Mrs. O. C. Ufford	Rt. 5, Box 118
Christian Church	Rev. H. C. Parsons	112 E. Magnolia
County Commissioners	Clarence Jones	
County Nurse	Mrs. H. A. Buoy	Rohling Block
Congregational Church	Mrs. R. Murchison	1230 West Oak
Disabled American Veterans	Harry Faulk	500 Maple
Auxiliary Disabled American Veterans	Mrs. Frank Ghent	616 Whedbee
Episcopal Church	Mrs. Z. T. Vincent	312 West Oak
Daughters of Veterans 61		
Evangelical Lutheran Church		
Fire Department	Chief T. P. Treadwell	City Hall
Golden Circle Presbyterian Church	Mrs. W. C. Johnston	1334 West Oak
Kiwanis Club	Charles Day	101 West Olive
Knights of Columbus	W. M. Jackson	618 Whedbee
Lions Club	O. L. Smith	208 Remington
Literature and Art Club	Mrs. W. P. Withrow	327 Mathews
Methodist Church	S. S. Portner	712 Peterson
Methodist Ladies Aid	Mrs. W. P. Withrow	327 Mathews
Needle Work Guild	Mrs. Harold Barkely	1129 West Oak
P.E.O. Chapter B	Mrs. Frank Miller	310 South College
P.E.O. Chapter AL	Mrs. Floyd Cross	711 Mathews
Pioneer Association	Mrs. J. H. Setzler	
P.T.A.	Mrs. J. H. Irwin	
Franklin	Mrs. J. W. Anderson	300 East Magnolia
		414 East Magnolia

Laurel	Mrs. Ada L. Williams	635 Smith
Laporte	Mrs. F. J. Vopat	731 West Mountain
Lincoln	Mrs. L. W. Hoyle	315 Garfield
Remington	Mrs. J. S. Thompson	325 Remington
Junior High	Mrs. O. J. Decker	R. F. D.
Senior High	Mrs. C. S. Savage	620 South Whitcomb
Washington	Mrs. Mathew Auld	1214 West Mountain
Rockwood	Miss Sue Barton	428 North Sherman
Presbyterian Church Deacons	Mrs. O. C. Ufford	R. F. D.
Red Cross	Jennie Thomason	519 West Mountain
Rotary Club	T. H. Robertson	420 West Mountain
Salvation Army	Captain Hammock	Linden Street
Shrine Club	Dr. Gates	
Sons of Veterans	M. T. Harned	226 Remington
Spanish Presbyterian	Rev. Sanchez	300 South Loomis
Spanish Catholic Church	Father Joe F. Trudel	610 Cherry
St. Lukes Guild	Mrs. C. A. Polley	402 Garfield
St. Johns Lutheran	Mrs. Thomas Reinholtz	309 South Grant
Unitarian Church	Rev. Elfiring	
Women's Club	Mrs. Mary Stover	1320 West Oak
Young People's Class, Presbyterian	J. L. Hoerner	711 Peterson
Y.W.C.A.	Mrs. Elizabeth Fickett	819 Laporte 2
	Mrs. Frank Montgomery	

Most of the organizations work directly through the Social Service Bureau by obtaining clothes and other supplies for the supply room, from which they are in turn given out to those in need.

The supply room located at 204 Linden Street is a place of lively interest on Monday, Wednesday, and Friday afternoons of each week, when approved orders are filled.

The Bureau has made no attempt to supply groceries to those who are totally dependent. Such relief has been left entirely to the county while the Bureau has endeavored to clothe those in want.

In the Outline of Organization, Chart I, page 54, one will get an idea of the proceedings of the Bureau with each case. When a family applies to the organization for aid, the name and address is handed to the chairman of the Department of Investigation, Mrs. Charles Lowell. She in turn, sends one of her volunteer investigators to the home to make a proper investigation, in order to find out if the family is in need and to what extent. The investigator fills out the form sheet with data on the case, and reports back to Mrs. Lowell. If the case is approved, the one seeking aid may appear at the Bureau with a list of articles needed, have it approved by either Rev. Elfring, who is head of the relief station, or Mrs. Lowell. The assistants in the stockroom will then fit out the order.

A typical order for a family of seven consists of a pair of overalls, a coat for the father of the family, a

dress and shoes for the mother, and such articles of clothing as underwear, stockings, overalls, coats, dresses and shoes for the five children.

Some cases do not ask for as much as they really need but often the order is cut to less than was originally asked for.

When one enters the supply room, he is reminded of a second hand clothing store. There is an abundance of men's clothing in the way of suits, coats, and odd trousers. One is also impressed with the number and value of women's dresses, and coats, but upon further investigation the observer will notice that much of this clothing is of odd sizes, and often the one seeking relief cannot be fitted. There is a continual in pour and out go of baby clothing. This is also true of women's shoes; but underwear, stockings, children's shoes, men's work shoes, and men's work shirts are usually new stock which is bought at practically cost price through some local store.

Although the Bureau does not attempt to furnish food or fuel to the needy, the liberal gifts by the public of food and fuel supplies have made it possible for the Bureau to help lift some of this burden from the county.

Many farmers have given canned goods, pumpkins, squashes, beans and potatoes. On one occasion, 88 families were aided in one day with potatoes, butter and beans. Two tons of potatoes were given to the Social Service Bureau by Dale Dornell and were distributed in 50 and 100 pound

amounts according to the size of the family. The butter was given by the Dairy Department of the Colorado Agricultural College, and the beans were given by Moody-Warren Commercial Company and L. C. Moore. Clarence Jones, in charge of the relief work for Larimer County cooperated by supplying a truck to deliver the potatoes, butter and beans.

Another means of obtaining food was through public gifts. A barrel was placed in each of fifteen grocery stores and as housewives shopped for their own supplies, they left such items as picnic hams, canned vegetables and fruits, all kinds of breakfast foods, bread, flour, ginger-snaps, coffee, sardines, salmon, and soap in these barrels to be distributed by the Bureau to those in need.

On two occasions fuel was given from an unexpected source. Due to Mr. and Mrs. Charles Lowell's friendship with the Manager of The National Fuel Company of Denver, on two different occasions, a car load of coal was shipped to the Social Service Bureau for distribution among the needy. On these occasions Mr. Jones, Superintendent of the County Poor, has cooperated by sending trucks and men to deliver the coal.³

The Fort Collins Employment Council

As early as December, 1931, many organizations indicated an interest in a plan of an organization to foster employment. This resulted in a meeting being called Mon-

³ Mrs. Charles Lowell, Mr. F. B. Carpenter, Mrs. Charles Modar, Rev. W. H. Elfring.

day evening, December 21, for the purpose of perfecting an Employment Bureau. There were representatives of 22 organizations present.

E. A. Lawver, City Engineer, was elected president of the new organization; George Robinson, Vice-president and Miss Jessie Davis, Secretary-treasurer.⁴

The new organization did some good, in finding jobs for those in need, but the problem became unconquerable with more people each day being forced to resort to charity.

Much criticism was voiced by the public because of the wholesale giving, both by the county and by the Social Service Bureau without any labor on the part of the recipient. Many were being demoralized by the system which had a tendency to encourage the individual toward pauperism. Much man power was going to waste which should be utilized into productive labor.

Declaring belief that poor relief as administered in Larimer County constituted a menace to the independence of those being helped, the Fort Collins Chamber of Commerce, the Fort Collins Employment Council, the Fort Collins Social Service Bureau and a number of firms, Wednesday, February 10, petitioned the Larimer County Commissioners to inaugurate a system by which physically able persons needing assistance should be acquired to perform public work of some kind in return for help given.

The text of the petition read:

4 Fort Collins Express-Courier, December 22, 1931

"The undersigned organization and tax-payers believe that the relief now being extended to needy citizens through public and private organizations in Larimer County constitutes a serious menace to the independence of those receiving help and contributes to a lowering of their morale and usefulness as citizens.

"We believe further, that without increasing the money now being spent for this purpose and using only the machinery and supervisory man-power already available, these people could be put at public work of real benefit to the community at large, but of the type that under the present financial conditions is not sufficiently necessary to be included in tax budgets for several years to come.

"We therefore, respectfully request and urge that you cooperate in working out a plan whereby all those receiving help who are physically able should be required to perform public work of some kind not included in the regular budget, and that they shall be recompensed either with part scrip and part cash or with all scrip which may be redeemed either at public commissaries or through private merchants at prices to be approved by regular appointed supervisors of county and city relief."

The above petition was signed by representatives of 83 organizations of the city of Fort Collins and presented to the County Commissioners at a conference on Wednesday, February 10, at which conference were present J. G. Dalziel, James R. Mason and Edward McCarry as representatives

of the Fort Collins Chamber of Commerce, the Fort Collins Social Service Bureau and the Fort Collins Employment Council.

In this meeting, a new plan was worked out, whereby applicants for relief would be given opportunity to work upon public road projects, for which they were to be paid in scrip at the rate of twenty-five cents an hour. The scrip used was to be accepted at the county commissary in payment for merchandise or for rent.⁵

Two different projects were undertaken; one by the county and one by the Social Service Bureau in cooperation with the city.

The state highway budget provided for \$5,000.00 for work on the Poudre road just north of Fort Collins which was to be matched by \$5,000.00 of the county funds. Clarence F. Jones, superintendent of the poor relief, was given the responsibility for the execution of the plan whereby he was to give every able-bodied man in need of aid enough work a week, at twenty-five cents an hour, to provide groceries for his family.

The Social Service Bureau also through the employment council was able to work out a plan with the city whereby all able-bodied men applying for aid for their families could work at twenty-five cents an hour and pay for all goods obtained.

Larimer County Project on Poudre Road

The Fort Collins Employment Council had little to do with the actual carrying out of the county plan of employing the men and planning the work by the county, but the Employment Council was a big factor in bringing pressure upon the County Commissioners, bringing them to the point of realizing the need of some type of work for those seeking aid.

Picks, shovels, and axes were issued to 35 men on Wednesday, February 10. These men were taken by truck to the Poudre Gateway resort where a short turn in the highway was to be eliminated. The plan was to work one group of men three days a week and another group three days per week. This would give each man seven hours a day for three days at twenty-five cents an hour making a weekly income of five dollars and twenty-five cents. The plan called for payment in scrip which was to be redeemable in groceries at the county Commissary. From the very first, difficulties were experienced by business men accepting the scrip in payment for goods and giving back the change in silver which was often used unscrupulously by the individual to whom it was returned. Perhaps, it was the reaction of having some cash after going so long without that caused this trouble. A check-up revealed that some families working for the county were seen at the picture shows; while the members of one family spent their money for luxuries in-

stead of the proper type of food. It was also revealed that some men who were good gamblers were accumulating an excessive amount of script while other men had little left with which to buy groceries. Considering these facts, Clarence Jones, Larimer County Superintendent of the Poor, secured the services of a bookkeeper who worked out a credit system of keeping a book account for each man and of the supplies issued him from the county commissary.

Within a very short time after the road project was started, many men applied for work and as many as seventy-five were worked some days. With the growing need of finding work for more men, a new plan was adopted which consisted of working 3 shifts. This gave each man only two days a week at 30 cents an hour, making him an income of 4 dollars and 20 cents a week.

There was a continued increase in applicants for work even in April and Mr. Jones realized that as long as the county furnished work, many of those who were working for the county would not try to obtain employment so he began cutting men off of work and by the middle of April practically all of those formerly employed were again unemployed. Many did not ask for aid after being released from the road work but found work. Thus many were eliminated from the county's burden.

Chart IV

Number of Men Working and Number of Families Ob-
taining Aid from Larimer County During
The Poudre Road Project

Number who worked on road	402
Number who worked in woodyard	22
Number who worked in Commissary	<u>8</u>
Total number who worked	432

Number from Fort Collins and surrounding communities	394
Number from Loveland	38
Number who received groceries without work	<u>110</u>
Total number of families who received groceries	542

Since the road work has been discontinued, there has been a steady decrease in the number who have asked aid from the county but many are still dependent and Mr. Jones says that another work project will need to be worked out.

The policy of the Commissioners is to wait as long as possible in order that a number of those who are seekers of aid may be eliminated.⁶

The Woodyard

In order that the many men in Larimer County who were unemployed, and were forced to ask aid from the county, might feel that they were not wholly victims of

⁶ Mr. Clarence Jones, Superintendent of the Poor, Larimer County, Colorado, Mrs. W. B. Temple, Assistant to Superintendent of the Poor, Larimer County, Colorado. Report from the Larimer County Commissary

charity and that the county might be partly compensated for services rendered to them, a county woodyard was established.



Scenes in Larimer County Woodyard

This was far from a paying proposition from an immediate economic standpoint, because the county did not deem it wise to make it a money making proposition which would be in competition with wood and coal dealers in the city of Fort Collins.⁷ However, from the time of establishment in October until February when most of the men were sent to work on the Poudre Canon road, the woodyard was a very industrious place. Two men were put in charge of the work. Sixty men were permitted to work three days and then a shift of another sixty men for three days. The yard has been maintained at a very small cost and has not only furnished wood to the 120 laborers but has brought a small income to the county. Of course this only partly pays for the groceries given to these families but it has kept up the morale of the worker by giving him a change to work and not forced to accept a handout from charity.

The writer spent several hours at the woodyard working with and visiting with the men. A very few had any complaint to make of the county management and of their own hard luck. Naturally, when talking of their own misfortunes, they laid it to every one else but themselves. Statements could be heard every day such as--"I'll never vote for Hoover again. He sure has been a big flop as a president."

"Why is it that our senators and representatives go to Congress poor and come back rich?"

⁷ Clarence Jones, Superintendent of the Poor, Larimer County, Colorado

"The big moneyed men are running the country; they don't intend to give the poor man a chance."

"A lot of these men handling the public money should be hung."

"When there is any work, it's done by machinery."

"The Mexican is the trouble with this country; every one of them ought to be run out; there would be more work for the whites and better wages, too."

Thus the conversation goes on with its fault finding and seldom with anything constructive. At times, one can sense in this talk a spirit of revolt against authority, even to the extent of revolution, but most of it is on the surface. At heart, all but a few, who are radicals, are peaceful law abiding citizens who are in temporary unfortunate circumstances.

The Part Taken by the City of Fort Collins in Aiding the Unemployed

The officials of Fort Collins have been to a certain extent quite critical in their views regarding the whole situation of poor relief in their city.

However, some of these officials took the lead in getting an employment council established with headquarters at the Social Service Bureau, 204 Linden Street. Mr. Ed McRae was put in charge of the Employment Council, at a salary of seventy-five dollars a month. Mr. Lawver, city engineer and President of the Employment Council, and his

cabinet assumed the responsibility for Mr. McRae's salary and had no trouble in getting it from various organizations for the three and one-half months, from January 1, 1932 to the middle of April 1932, during which time Mr. McRae was employed.

Cooperating with the Social Service Bureau, the City of Fort Collins, through the influence of the Employment Council, worked out a plan whereby able-bodied men applying for aid at the Social Service Bureau were required to work for goods received. The plan was to build a stone wall at the city dump on North College Avenue to prevent the dump from sliding at the river's edge.

No charge was made to the city for the building of the wall; the plan merely conformed with the policy adopted by the county and welfare and employment agencies of requiring labor of able-bodied persons seeking assistance.⁸

The work was without cost to the city as far as manpower was concerned but a foreman was put in charge on a salary. A man was paid wages to drive a truck and a man was paid to run the concrete mixer. Mr. Lawver, the city engineer estimated the cost to the city at \$125.00. This was very cheap for the work accomplished which would not have been done if all the men employed had been paid wages by the city. An average of ten men a day were used in building the wall, but the work only lasted from February 17 to February 26.

⁸ Mr. Harry Hartman, Mayor of the City of Fort Collins, Colorado

The men were permitted to work eight hours a day at twenty-five cents an hour and three days a week. They were paid in credit which was given at the Social Service Bureau in exchange for supplies needed by the workers.

The city does not appreciate the publicity given it or any other organization on those things accomplished in the way of giving aid, because it only encourages many more to ask for aid who otherwise would not. For this reason, the city has done much more in providing work than the public knows about. In fact, the city wall project furnished less than ten per cent of the work created by the city for the needy during the winter months of 1932.

A special fund is set aside in the city budget for cleaning streets of snow, etc. The heaviest snow storm of the season was cleared away from the main streets in two days by 119 men who worked on an average of 16 hours at forty cents an hour, giving the men an average income of \$6.40.

From March 1 to April 12, 1500 truck loads of gravel were brought into the city of Fort Collins to be placed on the streets and those getting aid at the Social Service Bureau did the work. Three tennis courts were built by the city with free labor; a water line was run to the base ball diamond; a bridge was built over an irrigation ditch; and several minor improvements were made for the city which, but for the laborers who were provided by the Social Service Bureau, could not have been accomplish-

ed.

Not only were men who applied for aid given a chance to work but those who could not pay their water rent were given employment by the city to take care of this debt.

Mr. Lawver in speaking of the men furnished him by the bureau said, "In most cases, these men were as efficient as men who were paid a cash wage, but many of them lacked initiative and were worthless without a boss. I didn't work them very hard because I felt that many were sent to me who weren't physically fit to work hard, some weren't well, and others lacked endurance because of improper food." He further stated, "It is extremely hard to work men profitably under these circumstances. Some days too many men are sent to me and other days I need more men. In spite of the fact that most of our labor has been free, we have spent about \$3200.00 in creating work this winter in order that those getting aid might have a means of earning a part of their way at least."⁹

Although the city has not taken a definite and a direct part in giving aid, it cannot be said that the city is not interested in seeing an efficient program carried out for poor relief. The officials are willing to cooperate in any way possible to bring about better results.

⁹ Mr. E. A. Lawver, City Engineer, Fort Collins, Colo.

The American Red Cross

Since the World War, the Red Cross has devoted most of its activities in Fort Collins to caring for the Ex-service man and his family. In 1926, Mr. Orpha Taylor, a disabled world war veteran, was put in charge of this work and with the cooperation of Larimer County, the Social Service Bureau, and the American Legion, the Disabled American Veterans and the American Legion Auxiliary, he has been able to do some very efficient work.

Funds are obtained by the annual Red Cross membership drive; the American Legion Auxiliary Poppy sales; the Disabled American Veteran's Forget-me-not Drive and the American Legion Frolic.

On December 15, 1931, Mr. Taylor informed Larimer County Commissioners and the Social Service Bureau that the American Red Cross would take the responsibility of all ex-service men for the winter, or so long as funds were available. Thus all ex-service men who applied for relief were sent to the American Red Cross in the American Legion Hall, 145 West Mountain. Within a very few days, 27 names of the four hundred fifty ex-service men in Fort Collins and nearby communities, were handed to Mr. Taylor. Many cases were wholly dependent upon the Red Cross while others were only expecting temporary aid. The supplies, that were given, consisted of groceries, clothing, fuel, and dental and medical attention.

There were in the twenty-seven cases, forty-eight adults and one hundred three children.

Chart V

A Resume of the Fort Collins Ex-service Men

Cases Aided by Red Cross

Number of cases	27
Number of adults	49
Number of children	<u>103</u>
Total number aided	152
Number of widows	3
Number of widows drawing a pension	2
Number of men	24
Number of men disabled	12
Number of men drawing disability	8

One of the three widows was made so through divorce. She does not receive any compensation because of the misconduct of her husband which caused him to lose his disability allowance. Four disabled men who do not draw any disability allowance. Because of technicalities of the law, one man is unable to get an allowance. The other three are unable to get an allowance because of misconduct. #

By March 1, 1932, the funds of the Red Cross were becoming so depleted that it was impossible for it to continue to have the sole responsibility for the ex-service man and his family; so on March 10, the cases were given back to Mr. Jones, Superintendent of the Poor and to # See appendix for further information on individual cases.

the Social Service Bureau.¹⁰

The Red Cross rendered a service to the ex-service man in Fort Collins for three months at a cost of \$750.00, and at the same time helped lighten the burden of caring for the needy, by taking the responsibility from the shoulders of Larimer County and the Social Service Bureau.

The Spanish Industrial Center

A very fine piece of welfare work is being done among the Spanish-speaking people by Father Trudel and his sister, Miss Ernestine Trudel, of the Spanish Catholic Church. Miss Trudel, who has had a great deal of experience in mop making and rug weaving is manager of the Spanish Industrial Center which was established for the purpose of creating a source of income for some of the Spanish people. A Mop and Rug Factory was established in the basement of the Spanish Catholic Church in January of 1931. The equipment was meager. The proceeds of the sales were on a profit sharing basis, which netted the workers for the winter a total of \$600.00.

Early in the fall of 1931, orders began coming in for mops from customers who had made purchases the year before. Some new power machinery was installed and in all, about sixty families have been privileged to do some of the work. Miss Trudel estimated that after the cost of the

¹⁰ Mr. Orpha Taylor, Chairman of American Red Cross, Fort Collins, Colorado

machinery and all other bills are paid, there will be a profit of near \$1000.00 to be divided among the sixty families. This, of course, has not taken care of the families but it has been a means of helping in a manner which has stayed suffering.¹¹

The quality of the work has been effective in bringing more orders to the industry. Under proper management, this industry has a possibility of playing an active part in solving the local Spanish unemployment problem.

Work of the Salvation Army

A word of thanks and appreciation is due the Salvation Army on the part of the people of Fort Collins.

The Salvation Army has for several years given aid to a number of people for whom the general public has felt little responsibility. The report of the Salvation Army's activities for the fiscal year of October 1, 1930 to October 1, 1931, reveals startling facts of the volume of work this organization has accomplished in the past.

¹¹ Miss Ernestine Trudel, manager of the Spanish Industrial Center

Chart VI

Salvation Army Report for October 1, 1930
to October 1, 1931

Families given aid	304
Persons given aid	1334
Families given groceries	432
Families given fuel	4
Garments given	2162
Pieces of furniture given	5
Meals given	540
Beds given	29
Transportation given	5
Toys and candy given children	100
Homes visited	1876
Hours spent in visitation	1976
Persons interviewed and advised	953
Meetings held	571
Total number helped in anyway	2923
Value of relief given	\$1129.11 ¹²

The above table reveals that the amount of money expended and the number of families given aid compare favorably with the expenditures and the number of cases given aid by the Social Service Exchange in the winter of 1930-1931. It is very probable that there was much duplication between the two organizations during that period as there has been in the winter of 1931-1932. The Salvation Army has had up to the past winter, no outside supervision and found it difficult to cooperate with the Social Service Bureau in the truest sense, but due to its financial handicap in the winter of 1931-1932, more effort was put forth to cooperate with the County and the Bureau.

The annual fall campaign, October, 1931, was very

¹² Express-Courier, October 20, 1931

short materially compared to that of previous years. The work has consisted chiefly in acting as an exchange for clothing. Clothing is donated by charitably-minded individuals and in turn is given out by the organization to those who apply. The Captain estimated that an average of 35 families a month had been given temporary relief during the six months from October, 1931 to April, 1932. Lack of sufficient funds has made it impossible to take care of the requests for groceries. Those applying for such have been sent to the county.

When a request comes to the Army Captain for aid, an army "lassie" is sent to make the investigation. After the investigation is made, the organization gets in touch with the County Commissioners or the Social Service Bureau to check on the case and to avoid duplication. Many cases have been investigated that were getting groceries regularly from the county.¹³

The Care of Transients in Fort Collins

In a meeting, Monday evening, October 5, 1931, seven members of the Social Service Bureau, J. C. Dalziel, representing the Chamber of Commerce and Dr. O. L. Smith, president of the Social Service Council, discussed at some length whether or not Fort Collins should have a soup kitchen.

¹³ Salvation Army Captain, April, 1932.

A committee comprised of J. C. Phillips, C. H. Modar, and J. C. Dalziel was appointed to investigate the need for a soup kitchen and, if needed, to report the best and most economical method of running one, to the Social Service Bureau Board, in order that whatever action was taken, would be to obtain meals for floaters at the lowest minimum cost.¹⁴

The following Saturday, October 10, a meeting was held in which the above mentioned committee reported to the Social Service Bureau its findings. It was thought that a soup kitchen would not be practical and it was agreed, through the cooperation of the Social Service Bureau with the Elks Lodge, that meal tickets would be available at the Police Station. These tickets would be good at a local cafe for a full meal which was guaranteed to "stick to the ribs."

Under the plan adopted, Fort Collins citizens who are approached by men who want meals, are advised to send them to the City Hall where their needs will be investigated and tickets issued for meals. It is the policy in taking care of transients to give only the necessary number of meals, dependent on individual cases. Before they move on, as far as possible, work is required of those asking aid before tickets are given. A central station for handling tickets prevents duplication and Fort Collins people have the assurance that deserving transients will be

¹⁴ Fort Collins Express-Courier, October 6, 1931

fed at twenty cents a meal and "meals that satisfy ~~hinder~~." 15

The Fort Collins Police Station and Transients

From September 1, 1931 to May 1, 1932, the Police Station provided sleeping quarters for 2,819 men, an average of over eleven men each night. More boys in their teens than usual, also more men above 50 years of age have found their way to the Police Station, asking for a night's lodging and breakfast.

A program was inaugurated by which the County furnished the tools and wood; the Social Service Bureau and the Elks Lodge furnished the meal tickets, and the Police Department gave a night's lodging.

Lodging is given without work requirements but if the individual wants his breakfast, he is required to work an hour in the woodyard, which is located just back of the Police Station. After the work has been performed, a meal ticket is given and the transient moves on, knowing that towns have provided for his wants wherever he goes. However, we can not call these boys professional bums or hoboes. Many of them have become discontented with the humdrum of idle life in their home town and have started out in quest of a job. When the Police Department learns this of a boy, it endeavors to encourage the boy to return to his home town.

Of the 2,819 men who were given a place to sleep, 2,230 wanted a meal ticket, and all but three of this group seemed glad of the opportunity to work. These three proved to be the only pure type professional bums of the 2,819 cases. The Police Department gave these three professionals 30 minutes to get out of town.

The meal tickets are furnished from two sources at a cost of 20 cents each. Of the 2,230 tickets given from September 1, 1931 to May 1, 1932, the Social Service Bureau furnished 1,258 tickets at a cost of \$251.60, and the Elks Lodge furnished 980 tickets at a cost of \$196.00. The total cost for transients for the period indicated above was \$447.60.

The coming spring has not lessened the transient problem but rather it has grown and probably will become a burden in the summer of 1932.¹⁶

The Senior High School

For several years, an organization composed of high school girls, known as The Round Table, has maintained a loan fund for girls in high school, who are in dire need, and also to aid senior girls at graduating time. The funds are obtained through dues and various programs sponsored by the organization. The organization has been quite successful in this undertaking and has given assistance to many girls. A girl is allowed a loan of \$20.00

¹⁶ Chief of Police and officers, May, 1932.

for graduation. The money is usually back in the hands of the treasurer by the next fall for use in the new school year. Only one loss has been reported in several years, a girl borrowed \$20.00 to graduate. Shortly after graduation, she was married and the Round Table has had no trace of her since.

At Thanksgiving and Christmas time, baskets are given out to needy families, and an effort is made to cooperate with the Social Service Bureau to avoid duplication. The students furnish food and clothing and a collection is taken which nets from 40 to 50 dollars.

The school term of 1931-1932 brought a greater need than in previous years and to meet this need, the teachers gave a day's salary to the Social Service Bureau and 75 dollars to the school relief fund. Other money was contributed to the student loan and employment fund through the benefit band concert, the Rotary Club, the Kiwanis Club and other organizations. By the first of March, the fund had reached a total of \$230.00.

Miss Lillian Catren, a teacher in the Fort Collins High School, has taken the lead in working out a program of giving the needy students work. She issued a call for students wanting and needing work. Those who applied, were investigated by Miss Catren and if considered worthy, were given some type of work at 25 cents an hour. Seventeen boys and girls were given work at the same time, one-half to one hour a day. The work consisted of jobs around the

school, such as office work, janitor work, cleaning blackboards, cleaning chalk trays, dusting erasers, etc. In all 50 pupils have been helped. The teachers and friends have given very good clothing to those in need, while several other students have been aided by new glasses and dental work. But for the fine work on the part of the high school faculty, many pupils would have been forced to discontinue their high school education.¹⁷

The Junior High School

The Junior High P. T. A. has been the big factor in the relief work as practiced at the Junior High School in the winter of 1931-1932.

The city teachers' club gave 50 dollars of the money raised for the Social Service Bureau to the school employment fund and 50 dollars was given by various clubs of the town, for the same purpose.

The students were invited to tell the teachers or the principal, Mr. Clyde Young, of any family in need. Sixty cases were reported and each one was investigated. Mrs. Harry Copeland, who investigated for the Social Service Bureau, did most of the investigating for the school. Her work was very satisfactory, much of it being follow-up work which has been quite constructive. Although 60 cases were investigated, only 35 were helped.

At Christmas time, one basket and in some cases of

¹⁷ Miss Lillian Catren, March 21, 1932.

large families, a double basket was given to each of the 35 cases. The funds and supplies for these baskets were furnished by the fifteen home rooms of the school.

Twenty pupils were employed throughout the winter at twenty cents an hour at such jobs as were available around the school building. The most difficult problem, in fact, was the creating of work for those seeking aid.

The work as a whole has resulted in getting some worthy families aid from both the Social Service Bureau and the County. On the other hand, it has helped to eliminate some families who were very unworthy and it has given the pupils in need, a sense of independence because they were able to work and obtain some money as payment for their work.¹⁸

The Grade Schools

No attempt is made on the part of the teachers or pupils of the grade schools to raise a fund or to give any aid directly. Cases were reported by the principals of the schools to the Social Service Bureau for investigation. Some of the principals did most of the investigation of their own discovered cases. If the case was considered worthy, the Social Service Bureau was informed of that fact.

Various organizations of the Social Service Council furnished milk to each of the schools for the undernourished children. Rockwood reported 25 pupils receiving milk

¹⁸ Mr. Clyde Young, Principal, Junior High.

daily, this being the highest number of any one school receiving milk, while at Junior High School only 6 pupils received milk daily.

All of the school authorities and students were very charitably-minded during the trying months in the winter of 1931-1932, and each did everything within his power to make the burden of those in want a little lighter.¹⁹

The Franklin School Sewing Club

The Franklin Sewing Club is a club organized for the purpose of giving the mothers whose husbands were unemployed, an opportunity to make clothing for their families as well as to repair garments to be distributed by the Social Service Bureau.

The work was carried on under the supervision of Mrs. Tennettie Hutchings assisted by Mrs. George Wheeler and others who have given unstintedly of time and interest to teach and inspire those who worked. Mrs. H. C. Bradley, Chairman of the Y. W. C. A. Service Committee and member of the board of the Social Service Bureau, has overseen the work for both organizations.

Some of the women who had never sewed before became proficient, and all contributed their best to the

-
- 19 Miss Sue Barton, Principal Rockwood School, Fort Collins, Colorado
 Miss Minnie Barton, Principal Franklin School, Fort Collins, Colorado
 Mr. Clyde Young, Principal Junior High School, Fort Collins, Colorado

happy spirit of achievement which pervaded the room. The women were afforded a social contact which was an unaccustomed privilege and gave them a new appreciation of life.

During the 47 afternoons that the sewing room was open, 51 women worked there and as many as 22 in one afternoon. These women repaired or made 1,250 garments besides piecing and making 28 quilts. All the garments which the women did not make or repair for their own needs were distributed thru the Social Service Bureau.

The Social Service Bureau furnished all the new materials including linings for comforts, cotton batts, thread, darning cotton, needles, elastic, tape for finishing baby clothes and outing flannel for layettes.

Besides doing the actual work, the women helped to keep the room clean and in order. Those garments that needed cleaning were cleaned free of charge by the Vogue, Cash and Carry, DeLuxe, Fields, and the College cleaners.

This work was not only a means of obtaining supplies for the needy but it was an approach to rehabilitation. Many of the women learned how to do things for themselves and their families. One woman 40 years of age, who had a large family, had never known how to use a sewing machine. The thing that the ladies who were interviewed, appreciated more than anything else about the organization was the social contact which this type of work gave them. They looked forward with pleasure to the afternoon they were permitted to spend with their friends and

receive that social contact which had so long been denied them.²⁰



Fort Collins' Most Notorious Case

20 Mrs. Tennettie Hutchings
Mrs. H. C. Bradley
Express Courier, May 9, 1932

PART V

CRITICISMS AND RECOMMENDATIONS

CRITICISMS AND RECOMMENDATIONS

The question that should always be kept in mind in relief and welfare work is, What will be the effect upon the morale of the recipient if this thing or that thing is done? And the first principle of all social welfare work is the art of working out a program whereby the individual can help himself and will not willingly depend upon others.

Fort Collins' welfare work deals in all but a few cases with the family. In dealing with the family, there are three outstanding principles which are important and must be followed to maintain the best results.

First, the case worker must bear in mind that all families are not alike. Each family has a different situation, a different background and a different personality.

Second, the family as a social unit needs to be adjusted to its environment, that is brought up to the proper standard which society maintains as efficient.

Third, individuals in the family need to be adjusted to each other.

The writer has no criticisms, other than constructive, to make of the Fort Collins Social Service Program. Fortunately, those most closely connected with the program, see many of its weaknesses and, as we shall see from their own statements, they favor a more scientific program under trained experienced leadership and supervision.

The home, the greatest influence upon the individ-

ual's life, of all social institutions, has become the center of social case work. There has been growing up a program of personal service with emphasis upon the building of character and family solidarity. In its development, this type of work passed through four stages. The first was that of indiscriminate almsgiving, a period of wholesale giving with little concern for the specific needs of applicants or the results of giving them aid. The second was a period of miserly relief, in which it was made hard for anyone to secure assistance. It was thought that this would guard against pauperizing the needy and would keep down expenses. The third stage was that of relief with a plan in which budget making, employment service and thrift were schemes introduced with the help of making dependent families self-supporting. The fourth stage has not yet been reached by all of the agencies that serve families in trouble, especially is this true in the smaller cities. It is that of developing personality and promoting family integrity, using material relief as only one of the many means for gaining these ends. Today, material relief should play about the same role that drugs do in the practice of medicine.¹

Fort Collins, the same as most other western cities of its size, will come under the classification of the third stage and cannot hope to develop to the more satis-

¹ Public Welfare and Social Work. Odum. Chapter I.
Warner, Queen, Harper, American Charities and Social Work, Chapter XIX
Devine, Social Work, Chapter V

factory fourth stage until it has trained supervision.

Supervision is the keystone upon which the development of efficient social work rests. The question as to what constitutes proper supervision still remains a sore point in the field of social work. The quality of supervision largely determines the kind of case work an agency can do and consequently the amount of support both moral and financial, which the agency receives from the community.²

Young agencies, which are learning through experience, have the tendency to set up a definite standard of relief for all families and a definite set of rules which are expected to fit each case. This plan, of course, is in violation of the first principle of family case work, namely, all cases are not alike and cannot be dealt with by a set of iron-clad rules.

To help a man and his family out of trouble one must know and understand the man and his family. The surgeon does not operate until he is acquainted with the physical condition of his patient. The lawyer does not pass an opinion upon a contract without gaining first hand information upon the issue involved. Before the ground is broken, the engineer has perfected his plans for the dam. We do not intrust a watch to the jeweler who works on the trial and error method instead of intelligently endeavor-

² Mary A. Young, "Supervision--A Worm's Eye View", The Family, April, 1930.

ing to discover what is wrong.³

Our supervisors of education institutions are the best trained and most efficient obtainable. Certainly, then, when the difficulty concerns the social adjustment of a human being, we should approach this adjustment from as complete a knowledge and understanding as it is possible to obtain.

Knowledge and understanding are precisely the elements most frequently lacking in human relationships. People have learned the value of facts in science and dealing with material things, but they have still to make a general application of it in their association with each other. "Here supposition usually has precedence over information, prejudice outranks evidence and impulse comes before reason."⁴

Supervision is more than just a set group of rules that the supervisor expects every worker to follow; it is more than "Did you do this, Did you verify that?" It is not dictatorial; it is an educative process. There is no such thing as stereotyped procedure in professional case work.

Relief and welfare work is an art and a philosophy and not merely a trade practiced on the handicapped and helpless. Supervision is also an art and a philosophy and not merely a trade--practiced on the case worker to be

³ K. Deschweenitz, The Art of Helping People Out of Trouble, Chapter IV

⁴ Ibid

handed on to the case.⁵

Although Fort Collins ranks high in efficient relief work among the smaller cities of Colorado, the work is far from being as efficient as it has possibilities of becoming. The fact that the program is as good as in neighboring cities should not encourage the work to be thought of as the best, but rather, Fort Collins has the possibility of setting the standard for the smaller cities of Colorado in relief and welfare work.

The writer feels qualified to make the above statement after gaining information on the relief and welfare programs in the cities of Colorado and observing the progressive spirit of the Fort Collins Social Service Bureau. To be sure the Bureau has made mistakes but those in charge admit their mistakes and trust that the people of Fort Collins realize that the organization is new and has developed from a clearing house for the various organizations of the city into a relief organization serving almost 2000 needy people. Furthermore, the work was new to those in charge and they have willingly volunteered their services and time in order that the worthy needy of Fort Collins might have efficient care.

Fifty-four organizations were listed as members of the Social Service Council but Dr. O. L. Smith reported that only 36 of the 54 cooperated by working through the Social Service Bureau. The other 18 organizations offered

⁵ Mary A. Young, Supervision, The Family, April 1930.

some aid which helps to verify the fact that is rumored by many that there is still much duplication in the giving of material relief.

Several reasons may be given as to the cause of the various organizations and some individuals interested in welfare work, failing to cooperate. Many people do not understand the purpose of a centralized bureau and feel that it is an attempt to deprive them of doing those things they enjoy doing. In many respects, this reverts to middle class humanitarianism which was so prevalent in the later part of the nineteenth century, a period where certain philanthropic minded people wanted to help. People of this type mean well and have a very desirable spirit but they are untrained and their service is usually all heart and little head work. They fall in love with their work and do not welcome a progressive change in method; they care very little for systematic help and would much rather be left to their old methods which will keep the glory for themselves. Seldom is this type of work efficient; very little investigation is done and that which is done gets at only the direct cause of the condition and no attempt is made to find the indirect cause. When people of this nature become overly absorbed in their work, they do not appreciate any assistance which interferes with their routine. Thus any progressive suggestions brings immediate criticism.

Those who have come in contact with and studied the

Fort Collins relief situation, favor the type of organization found in the Social Service Bureau, but they can see where the organization is weak and could be improved. On the other hand, the county officials and the recipients of relief offer much unfounded criticism of the work and methods of the Bureau. Public relief is seldom scientific. When we hire our county engineer, our county doctor or any of our county officials, we expect them to have some former training which qualifies them for the job. But when our county commissioners hire the superintendent of the poor, little or no consideration is taken of his scientific training or qualification for the position. The poor fund of Larimer county exceeds \$115,000.00 yearly and with the proportionate increase of 1932 over that of other years, the figure will reach approximately \$130,000.00. A business man with \$130,000.00 business yearly would employ the most efficient help possible. Certainly Larimer County could well afford to try the experiment of hiring a trained relief worker who could possibly cut the expenditures of the poor fund enough to more than pay his salary and at the same time render more efficient relief.

Much of the criticism offered is biased and on the surface, but on the other hand some of it is well founded. The recipients of relief often are heard to praise the county method of relief, which was becoming a dole system until in February when work was provided, but many, on the other hand, make some severe criticisms of the Social Ser-

vice Bureau. Most of these remarks against the system have to do with the red tape which tends to slow up the efficiency of the organization. The following case is an extreme example but pictures very clearly the attitude of many receiving aid. This conversation was overheard by the writer while working in the county woodyard.

"I have no love for the Social Service Bureau", said the first speaker, "When a fellow goes in for help, they make him feel like he's the under-dog and a beggar. Finally, they say they'll send someone out to investigate. Well, that's all right but that makes me feel like they think I'm a liar. Then they don't show up for a week. We could have frozen to death by that time."

"I went", said the next speaker, "to that outfit for my boy a pair of shoes. I took him along. There was snow on the ground, so were his feet. I couldn't send him to school, so I wanted the shoes that day. Now they could see the boy and the shoes but they said that they had a rule to investigate the home before relief was given. I suppose they thought he had two or three pairs of shoes at home that he was hiding. I told them the boy was out of school and I'd like to have the shoes so they promised to send somebody out right away. I thought they meant that evening, but they didn't come nor did they come the next day. I was getting plenty sore by that time, but I waited until the third day and then I went up and gave them a piece of my mind. They said that they were sorry but they

had overlooked it and would get an investigator out there right away, but they didn't and do you know they didn't get out to my place until a week later. I got those shoes just exactly ten days after I first asked for them. Now why couldn't they have given them to me at first? It wouldn't have cost them any more than it did later."

The above case may be true but it is not presented as being typical. Many cases were investigated within 24 hours after request was made. Emergency cases were usually investigated the same day reported. The writer was sent by the Bureau to investigate one case within the same hour the request was made, but on another occasion he was sent to make an investigation eight days after the Bureau had been informed of the case.

The organization is dependent upon volunteer workers and we cannot expect them to be free at any hour in the day to make investigations. However, with 20 volunteer workers, a program could be put into practice that would hurry up investigation. There is a psychological effect of delayed investigation, practiced both by the Social Service Bureau and the County. The policy is very quietly practiced by the Bureau but is very noticeable on the part of the County. It is thought that many apply for aid who are not worthy and that if they are really in need they will soon make another application. If they do not make the second application, it is taken for granted that they can get along without help. The policy is simply a means

of discouraging the needy from asking aid. Why need there be any worry about unworthy cases getting aid under proper supervision? Investigation should be efficient to the extent that those seeking aid will not be given relief unless they are worthy.

The writer does not have a case on record nor does he remember speaking with a laborer in Fort Collins who was forced to apply for aid, who did not have a story to tell of some unworthy case receiving aid. Without a doubt, there were many cases of this kind but when an attempt was made to gain the truth of the story, in most instances, evidence was not obtainable. On the other hand, some "pan-handlers" were brought to light. In one Spanish case, there were five in the family, the mother, her married daughter, the daughter's brother-in-law, and two children. An investigation disclosed the fact that the three adults were each getting groceries from the county for a family of five which was groceries equivalent for fifteen people.

The attitude seems to be on the part of many that everybody is after his share of the county poor fund, so why shouldn't I be? It seems to be somewhat of a "Pork barrel" system. The most outstanding case was one that made application to the county for aid. The family had received aid from the Social Service Bureau. The county paid for having a child fitted with glasses. One evening a young man of the family wrote a check for some groceries. As he did so, he showed the bank balance to the groceryman

and was overheard in this remark by a customer who was interested in his family. "Not bad for one summer's work." The balance was \$1388.00.

It is folly to expect a relief program that would please everybody. Many still cling to the idea of humanitarianism in relief work, while others are the other extreme holding fast to the second stage in the history of relief which was the idea of miserly economy and making it hard for the individual to receive aid.

The citizens of Fort Collins need to be enlightened in the various phases of and the need for relief work in their city. When the Social Service Bureau made arrangements for the men seeking aid to work, many could not see the benefit of such a policy. One man said to the writer, "I gave some things down there and I expected them to be given to somebody that needed them, I didn't expect them to be sold. I've got an overcoat that I was going to take down but if that's the way they are going to do business, I'll give it to somebody, myself."

At a Fort Collins Woman's Club meeting, a case investigator became very angry by the display of ignorance and lack of altruism portrayed by a group of supposedly educated broad-minded women. In speaking of the Americans who were on the county they did not consider that economic and industrial conditions were anything but normal, and when referring to these victims, who, for the most part, are victims of a world-wide economical upset, such terms were

used as, "brainless paupers" and "poor white trash". When speaking of Spanish people, one was heard to say, "They're nothing but dirty low-down Mexicans." Another statement was heard to this effect, "We're too good to the Mexicans. They can get just as much relief as a white man. If we'd let them freeze and starve a little, they'd be glad to go back where they came from."

Just how general the above attitude is, it is hard to say, but certainly it is not in keeping with twentieth century ideals of society. One of the Fort Collins leading business men displayed his ignorance and true nature when he remarked, "These people wouldn't be in this condition if they had any brains." Perhaps he was thinking of the man to whom his concern, through high powered salesmanship, sold an automobile and who after several payments had been made, lost his job, and had the car taken from him.

In order that the trend of thought of some of Fort Collins citizens who are acquainted with the city's relief problem might be presented, several individuals were interviewed and their statements taken. Others were asked to write statements expressing their personal opinions of the work as practiced in Fort Collins, giving their criticisms and suggestions which might improve the present program.

Statements of Those Interviewed

Mr. T. B. Carpenter, President of the Executive Board
of the Social Service
Bureau

"When the present board undertook the responsibility of this organization, we little realized the tremendous job that lay before us. We were all new at the work and we have made some mistakes but we have done our best to deal with the problem in an efficient and progressive manner that would be beneficial to the community as a whole. The thing that is most needed to make the organization efficient in the truest sense is a trained social worker. The public does not realize the scope of the problem and cannot understand the possibilities of a worker who has been trained to handle problems such as ours.

"I feel that those in charge of the investigation deserve the thanks of the people of Fort Collins. They have given many hours of their time at this work and without pay. In fact, they paid their own expenses of running a car. I am fearful that we'll be unable to get a group of workers that will be so loyal to the cause in coming years. There's a question as to the cooperation a paid social worker would be able to command from the volunteer case workers.

"This is a time when every citizen is being called

upon to show his real patriotism by giving his services freely to the crisis that we are facing. We can't expect these people, who have given of their time so willingly these past two winters, to stay on the job permanently. They are not obligated to do this work any more than other citizens of this community are obligated. It's the community's problem and must be met in the most efficient and economical manner that will be of lasting benefit to the community.

"The problem is too big for the untrained and the inexperienced; it cannot be solved satisfactory without the guiding hand of the individual who has had the training that makes him an expert in this line of work. Our next step toward efficiency is the services of a trained social worker."

Mrs. H. C. Bradley, Case Worker and Sponsor of
Franklin Sewing Club

"There's a real joy in social service. I, for one, am not content to just give a family relief but I want to see that family learn to do for itself and improve its condition of living. That's where we are failing so badly in our work. We are not able to do proper follow-up work. A trained social worker would know how to organize and how to handle the various cases much better than we. It is disheartening to work with a family and to find that family developing the attitude of the professional pauper more each

day.

"My greatest interest has been in the Franklin Sewing Club which has really taught some of the women how to do things for themselves and has changed their attitude toward life. It has given some of them social contacts they never have had before and has been a constructive piece of work. A trained social worker could develop more of this type of work and I believe that if she proved to be the right type she would have the cooperation of the volunteer workers."

Mrs. Harry Copeland, Case Worker for the Junior High School and the Social Service Bureau

"The public is very ignorant of existing conditions and the extent of relief work being done in Fort Collins.

"I realize how inefficient we are when a family develops an attitude of pauperism while under our care. It is discouraging to work with a family when the members promise to clean up and do those things that they could do to help themselves, then when a follow-up trip is made to find conditions no better but even worse.

"Too much of our work is merely relief and this makes me realize the need of a professional worker, which if tactful, would have little trouble in getting the following of the volunteer case workers."

Mrs. C. L. Lowell, Head of the Department
of Investigation Social Service Bureau

"By far, more has been accomplished this winter than ever before in the way of relief work in Fort Collins. However, we have been severely criticized but when somebody criticizes, we ask for his help and he soon realizes that we are doing our best. As far as possible, every case we did was thoroughly investigated. The better cases are glad to work, otherwise they wouldn't ask for help. The easiest thing about the work has been the financing, for the public has been very liberal. But the public cannot realize the benefit of a trained worker. A trained worker and organizer is the thing we are looking forward to for the coming winter. We believe that she would save us money and eliminate many cases that are unworthy and at the same time strengthen the morale of the worthy needy."

Mr. T. H. Robertson, Treasurer of the
Social Service Bureau

"We have been surprised and well-pleased with the splendid cooperation the public has given us both in gifts of clothing and financial support. We have always had an abundance of clothing to give to the needy and when they couldn't be fitted, plenty of money has been available to buy new articles which local stores have given us at practically cost price.

"The people connected with this work have given their time willingly but should not be asked to go on indefinitely making the sacrifice I know some of them are making.

"We need a trained worker and that's the thing we are working toward. She would save us time and money and at the same time make our organization more efficient."

Mr. Orpha Taylor, Chariman Home Service Committee
American Red Cross

"Social work in Fort Collins is very inaccurate, but we can't expect much more from a new organization that has had to learn through experience. Volunteer workers with limited time cannot be expected to do follow-up work and rehabilitate families.

"There is too much red tape in our present organization and each case is put through the same set form. Each case is a different type and needs to be approached and treated differently. Relief cannot be given correctly until a person is put in charge who is properly trained for this work."

Mr. E. W. McRae, Manager of the Fort Collins
Employment Council

"Our relief work has been all relief, which too often encouraged the recipient to become a pauper. The employment council was established to give those in need

something to do in order that they would not be demoralized by receiving aid and giving nothing in return. There is one encouraging outlook for these men. They have always had a store debt when spring came, which had to be paid with summer wages, but this spring they will not have this debt and will have a chance to get on their feet financially.

"Our greatest need is a social worker to keep in touch with these cases throughout the summer. A social worker could help them budget, and plan for the coming winter, which is what most of these cases need, as very few of them had any supplies in their cellars last fall. A trained worker could avoid transients, becoming squatters and thus being eligible for aid through the winter months.

"We cannot expect efficient relief for the unfortunate in Fort Collins until we have a trained social worker to supervise the work."

Mrs. Helen Granamar, Practical Nurse and Experienced
Welfare Worker

"Many of the people we are helping do not know how to work. Not only these but many others have got to come down to earth and use their hands. Our greatest need is the teaching of people how to make money and use it.

"This is a college town with something free to go to every week, yet we don't take advantage of it. In other words, people don't know how to use their spare time and

are interested in only commercialized amusements which they can not afford to attend.

"There seems to be a natural tendency for many people to do some type of philanthropic work, but so often these people do not understand the situation which they are dealing with.

"A trained worker in this community could organize the work in a manner that it would be more economical, save duplication, and at the same time the work would be much more efficient.

"The public will never be able to see the necessity of a trained worker until her worth is proved.

"The public fought the early high school and later the kindergarten met with much criticism, but, today, each is recognized as a necessity in our educational program. The same thing might be said of many things society accepts today. Progressive changes usually have to prove their worth.

"Briefly, a trained worker in Fort Collins could help families budget; give better and proper food at a saving; eliminate duplication; balance a budget and teach people to do for themselves."

Mr. Charles Modar, Secretary of the Social
Service Bureau

Due to the situation demanding it and the several organizations of Fort Collins being unable to meet the

need, the present Social Service Bureau came into being.

"We have been new at the work but have developed the organization to the place where there is a need for a trained worker to develop the work further and make it more efficient.

"Thousands of dollars are being wasted by the Larimer County and the Fort Collins relief systems. Thousands of dollars are wasted in education simply because the environment of the home overrides the power of the school.

"A trained case worker would not only give effective relief but could organize and supervise welfare work in the homes and our education would be more effective. She would save us enough money to more than pay her salary; she has in other cities, so she should be able to here. For example, Colorado Springs averaged \$1.23 per day on 500 families. A specialist was employed and she reduced the expenditure to eighty-three cents per family per day, a saving of forty cents a day per family which on 500 families amounted to a saving of \$200 per day or \$73,000.00 per year.

Statements by Close Observers of the Fort Collins Relief Situation

Poverty is a disease of society. As such, it should be dealt with by trained individuals, capable of approaching it upon the basis of a scientific diagnosis and treatment, rather than upon the basis of impulse and

emotion. It is a false economy to assume that we have naturally equipped and endowed men and women in our midst, who are able free of charge, to investigate and prescribe for families in need of aid, any more than to assume that we have an adequate supply of men and women who have never taken medical training, but are thoroughly capable of attending to all our physical ailments, and thus relieve us of the expense of maintaining a large number of physicians, surgeons and nurses.

1. No city and county is in a position to make a beginning in the matter of poor relief unless and until it has employed expert counsel in the matter.

2. All the expense of poor relief should be met by taxation. Present systems of taxation are inequitable if not intolerable. But granting all that, the fact remains that voluntary subscriptions for poor relief are inadequate and based upon the wrong idea of responsibility. Conditions which exist are in the last analysis the responsibility of the whole body of our citizenship. We all suffer the same hazards because of the presence of such conditions in our midst. The whole weight of the load should not be thrown upon those who are generous, while the selfish escape.

3. The problem should be studied not from the viewpoint of the present unusual emergency. "The poor we have with us always." It is a perennial problem, more acute now than in ordinary years. But if a community has

attacked the problem scientifically during the good years, when the load is light, the lean years will involve merely the increasing of the machinery and the enlargement of the program which has already proved sound and workable.

Poor relief administration in the past years in Larimer County has been so generous and emotional that it has greatly increased its own load. Families drift where they are treated best. Unscientific methods not only increase the burdens of those who furnish the funds, but also help to pauperize those who are aided.

4. Poor relief administration, to be complete, must have some plan of cooperation with other adjacent communities. In fact, it should involve at least a state-wide and in times like the present, a nation-wide plan of coordination and cooperation.

STANLEY A. CURTIS

Social welfare activities is undertaken in Fort Collins through a master organization and yet permits individuality on the part of separate organizations. Every organization which wishes to assist in welfare activity has a direct membership in the master organization, the Social Agencies Council. The Council appoints a direction group of nine known as the Social Service Bureau. The Bureau carries on the detailed activity. The Bureau receives its authority from the Council and is responsible to the Council. Matters of duplication found by the Bureau are

reported to the Council with recommendations and the Council undertakes to create a respect and the necessary public recognition of the work of the Bureau through the respective membership of the Council and in turn through such membership to the membership of the smaller organizations, which he or she may represent.

There is a danger of our present manner of organization. Much of the planning and activity centers upon the Bureau. The personnel and adaptability of the Bureau to welfare work is of extreme importance. The work falling upon the Bureau is heavy and must have a great deal of attention. Too much care cannot be exercised in choosing members for the Bureau and the success is largely in their hands.

To offset the above indicated danger, there is much promise for thorough activity. One of the greatest obstacles is overcome in that duplication of activity, on the part of individuals and organizations is largely controlled. Centralization of interest and activity on the part of a community in a welfare program is forced in an efficient manner.

D. L. ANDERSON

In my personal opinion, based upon rather intimate acquaintance with, and close observation of this method of attacking the problem the Fort Collins Social Service Bureau has served to keep distress in this community at a

minimum, and to provide the maximum of employment without undue disturbance to the economic order of the community. The policy of requiring able-bodied applicants for assistance to exchange labor for food and clothing supplied them especially has been gratifying to those of us who have observed with some dismay and no little fear an apparent tendency upon the part of a large number of persons to shift personal responsibilities upon society.

There seems little doubt that the Exchange has provided this city a greatly improved method of administration of welfare efforts. At least until present abnormal industrial and business conditions shall be succeeded by an improved economic situation, I believe it to the advantage of Fort Collins to maintain the Bureau. Even in normal periods, there is sufficient field, I believe, for continuing the intelligent effort which the Bureau has begun. This can be more properly continued and developed under expert supervision.

JAMES R. MILLER

The only way the Police Department has of ascertaining the conditions now as compared with one year ago is by the number of men that call at the station for help in the way of meal tickets and lodging for the night.

From January 1, 1931 to May 1, 1931, there were 380 lodgers and most of them, of course, called for meal tickets--

From January 1, 1932 to May 1, 1932, there were 1102 lodgers and most of them called for meal tickets.

This would indicate that there were many more drifting around the country and out of employment during the first four months of the present year than there were one year ago.

It is my opinion that many of these people are simply taking advantage of the so-called depression and, knowing that the railroads will transport them and the public will feed them, are simply seeing the country. I especially believe this is true of the younger fellows.

One of the greatest problems we have here locally is the Mexican situation. We have a large number of Mexican families here and a great number of them are destitute and have to be supported by charity. The County has taken care of them for the most part but it is a great expense and it would seem to me that those who are not citizens of the United States should be deported to Mexico and this would solve one of our greatest problems.

I am not a prophet or the son of a prophet but it is my opinion that we have not seen the end of this thing and that the coming winter will see conditions even worse than they are at the present time.

The Social Service Bureau makes a lot of mistakes but has done much good considering that it is a new organization and the workers are inexperienced.

The time will come and it's not far away when the

city of Fort Collins and Larimer County will be forced to have an expert social worker.

G. F. CUSHING, POLICE SERGEANT

As I see the situation regarding Social Work in Fort Collins, I am impressed with the fact that the city lacks trained and efficient workers. People should be employed to remedy this situation. I believe that we need two highly trained workers, one for organization and case supervision, and the other to act as case worker among the more recurrent families. I make this recommendation because I feel that Social Work is a science the same as medicine. Only people who are trained, realize that people can be dealt with to the limit of their capacities, and that personal feelings toward recipients cannot be considered. No two cases present the same aspects, and only a trained worker can differentiate between them. There's a need for volunteer workers but they should be under the direct supervision of a trained supervisor.

I believe that this city is large enough to support a community chest which should consist of at least 30 member organizations. Under this plan, the Council would have an exclusive committee selected from its members which would be empowered to employ the necessary trained workers. Each cooperating agency, which would receive funds from the community chest, would be a member of the Social Service Bureau. Each organization would be compelled to clear all

cases through the exchange, and should be pledged to live up to the policies which shall be formulated by the executive committee and two members from each contributing agency, which shall be called the General Council.

Under the above or a similar plan, constructive rehabilitation can be accomplished, but only under the supervision of trained workers. An efficient trained worker can save the community at least 35 per cent in money and, at the same time get at least 300 per cent more return on the investment than can be expected under the present plan, because they will be able to find hidden resources such as insurance, relatives, governamental funds, state funds, and they'll be able to interpret alien laws regarding charity, transportation acts and acts regarding residence. Only trained workers can delve beneath the surface. They are people who have combated life in the raw, people who know the worst and the best in human nature, people who are looking for that one hidden cause whether it be sex, unemployment, disease or any one of the many types of maladjustment.

Personally, I feel that no plan which rests upon bourgeoisie benevolence can succeed, because only superficial things are done such as the doling out of food and clothing and shelter, not because of a lack of desire to do, but because of a lack of preparation in a work that is based upon practical study, practical work in the field and a desire to aid those who are worthy of such

attention.

Geo. F. JOHNSTON, EX-CASE WORKER
ST. LOUIS PROVIDENT ASSOCIATION

There are two kinds of charity, subjective and objective. The subjective form has simply to do with charity as a mere matter of relief. This form of charity does not make for economic justice. Men who are least just in this industrial relationship are the most generous in their support of this form of charity. They show it as an opiate for social discontent.

Objective philanthropy has to do with individual and family rehabilitation. It is dictated by logic, humanitarian, considerations, and economics. It realizes that social agencies must not wait until the beaten and broken come knocking at their doors. They must prevent the downward tendencies in a man's environment before they gain headway.

It is more charitable and less expensive to safeguard health of those who live on the verge of poverty than to care for the sick, to provide wholesome recreation for youth than to bear the social burden of delinquency and crime; to teach home making, dietetics, hygiene and proper budgeting than to correct the evils which result from ignorance of their elementary things.

So when I review the last two years work of the Fort Collins Social Service Exchange, I feel that in some

respects that the organization has rendered splendid service, but I have been driven to the conclusion that our city needs a well trained intelligent social worker who will put the emphasis upon the rehabilitation of the family life, who will be more than a passive agent for investigation and disbursement of material relief, but will be an active adviser, guide, critic, and teacher.

Rev. W. H. ELFRING
Manager of the Supply Room
Social Service Bureau

Some Practical Suggestions

In making recommendations, the writer has endeavored to avoid theory and has presented only those suggestions which are practical for the local situation. Much space has been given to the value of expert supervision and the recommendations which are to follow will be of value only to the extent that they are properly supervised.

The Case Committee

The case committee is a committee which is representative of various parts of the city and meets with the supervision and case investigator to discuss important problems relating to policies of the organization and to make decisions on certain cases.

An effective case committee could do much in Fort

Collins to stimulate public interest and keep the community in closer touch with the workings of the local relief program.

In some small cities, the case committee plays an important part in case work. It is valuable in that it keeps the relief chairman, who is engrossed in so many problems, from becoming habitual in her methods of passing on certain cases.

Such a committee will keep the organization mindful of public opinion and help make important decisions upon individual cases. This committee should be made up entirely of laymen who are representative of various parts of the city and different professions and interests in the community; they are chosen not primarily as representative of this and that but because of the contribution they can make to the discussion of various cases.

This group to be effective must be kept small but should consist of a well-informed group of citizens who can speak with authority about the work of the Social Bureau and interpret it to the community.

The case committee is being tried successfully in many of the smaller cities of the East with very satisfactory results.

The supervisor of case work in Scranton, Pa., suggests that among members of this committee there should be as far as possible a nurse, board members from the welfare bureau, an insurance expert, a Catholic priest, a Protest-

ant Clergyman, a trade school teacher, a psychologist, a psychiatrist, a sociologist, and a physician.

Many case committees are successful because when they are called to service they are given a question for discussion which involves an important decision.

When a family situation is presented in which the case worker feels that it is hopeless, there is a tendency to call on the committee to justify the worker in giving it up. Such cases kill the committee. In other words, many case committees fail due to lack of care in selecting questions for discussion.

It is important for the work of the bureau that the responsibility for decisions whose results are likely to be far reaching and to involve the intimate relationships of human beings, should rest upon a group of people representing the whole community rather than the judgment of one individual who is not in close touch with public opinion.

"If members of a case committee have reason to feel that their help is of real value to the society; if they are given questions for consideration to which lay people can be reasonably expected to contribute constructive suggestions, and if care is taken that their contribution is used to the fullest extent, a case committee can be one of the pillars upon which a family society is built."⁶

⁶ Hill, Frances L., The Case Committee in Action, The Family, January 1931.

If the case committee does not work as effectively as it might, it is because the case worker forgets her potentialities and relies too much upon her own strength.

There are times when it does not seem worth while to consult the committee, but when the worker does give it a chance to operate, more and better case work is done, and the community has a better understanding of case work. In smaller cities, there is strength, help and inspiration in case committees.⁷

Garden Projects

The unemployment Relief Methods Magazine made a survey of 88 relief agencies, April 1932, and reported that thirty-seven of the eighty-eight had some form of garden project in their cities. Some cities have moved families to places where they can have gardens or to farms. Most of the cities have furnished seed and fertilizer. One city has encouraged small private gardens with considerable success. One agency is considering making gardens available for clients on a case work basis.⁸

Fort Collins has a very suitable situation to introduce a garden project on a big scale. Those who have a vacant lot or a back yard with water facilities or a plot of land that can be irrigated should be willing to have it put in garden by a needy family.

7 Twente, Esther, Case Committees in Smaller Cities, The Family, May 1927.

8 Unemployment Relief Methods, Report P. 5.

The city of Fort Collins will furnish water to such gardens where the lot is adjacent to an occupied house.⁹

A garden project is as a rule very successful but calls for well organized supervision.

Mr. O. S. Rayner proposed a garden project to the commissioners of Larimer County for the summer of 1932 by which the county would rent land and give out garden plots to the people of Larimer County.

Following is a quotation from his statement:

"In times like these, of depression, hard times and unemployment, a person wonders what is the outcome and almost everybody knows the cause and has a remedy. Let the cause be what it may, I am wondering about the remedy.

"It occurs to me that the policy of waiting for better times, when everybody will have work, through the usual routine of economic adjustment would prove disastrous. People are going to have to be fed and they will need clothing. This winter they will have to have ample shelter and fuel. The shelter can be obtained on some basis and a woodyard will provide the fuel. These needs can be taken care of when the time comes. The same is largely true of clothing.

"I believe the important thing is to plan for the food. Much of what a family requires to eat can be grown here if arrangements are made far enough in advance. I think ground should be leased or secured which has a good

⁹ E. F. Lawver, Fort Collins City Engineer

and ample water right, and there is such land and water adjoining Fort Collins, whereby the unemployed can have as much as an acre of ground, depending of course on the needs and labor available, and allowed to raise all the garden he and his family can take care of. The city lot proposition does not appeal to me because irrigating it with a hose does not give the results that can be secured from direct ditch irrigation. But with as much as an acre of ground, planted to beets, carrots, onions, lettuce, sweet corn, potatoes, cabbage, and tomatoes will be a long way toward supplying what a family will need for the winter. The sweet corn can be dried and the root vegetables can be stored.

"This plan is of course largely an experiment and subject to changes. I believe, however, that it should be tried this year on as large a scale as can be handled. The county would of course have to take the initiative and supervise it. We should look at the situation as one which is going to be with us for several years.

"An effort should be made to supply our own labor to make all possible of the clothing our local people need. True we are at once faced with the argument that by doing it on a large scale, the factories can make it and sell it to us cheaper than we can make it, and also give us better made clothing. In normal times, where there is plenty of work, I am willing to grant that there is some truth in the statement. However, when we strike a time that people

cannot get work, if a person earns no more than 25 cents a day he is ahead just that much. So whatever is saved by making our own clothing, is just that much than can be spent for those things which we cannot produce."

The Church and Relief Work

The church and social work are far from being adjusted to each other. This situation grows out of the fact that the ministers and laymen of our churches do not understand completely the social worker and his program. As a result, the staff of the social bureau frequently finds it difficult to get the correct cooperation from the church. Perhaps the church as well as the public has yet to realize the folly of attempting to cure a situation by dealing solely with end results.

There should be the closest of cooperation between the church and social work because their goals are almost identical.

Both the social worker and the enlightened clergyman are interested in teaching men and women how to live; and the conception of life which is shared by both has as its essential the full and free development of human personality.

"It is hoped that some day social workers will assist the church from without as constructive critics and from within as effective agents in adjusting the church to

the needs of life."¹⁰

Many people are surprised to learn that the church is thought of by the average relief agency as a hindrance to the agency's progress. This is due to the fact that the church is unusual that gives relief in a scientific manner. Perhaps the church should be encouraged to do more welfare work and leave the material aid to the relief agency. The churches of Fort Collins are accused of shifting the responsibility of material aid to the relief bureau. This may be a good thing but there is a service for the church in Fort Collins welfare work.

Many people in Fort Collins are down and out because they do not have the proper social contacts.

Some of our churches have forgotten that among other things, Christianity is for the sick, the hungry, the outcast, and the depressed and are passing these unfortunates by as the priest passed on the other side of the stranger on the Jericho road.

The church is failing to face the responsibility of making the social contact that should be made for these individuals. How many of our ministers go out and invite the "down and outer" to come to church? How many of our church people would welcome him?

Many good church people are worried because so many are leaving the so called "better churches" and are

¹⁰ Kammerer, Percy G., The Relation of the Church to Social Work, The Family, June 1927.

going to the pentecostal type of church. They are not going to pentecostal churches because the type of worship appeals so much more than others, but because such churches are giving them a "glad hand" and making them feel that they are human beings.

The churches' place in Fort Collins relief and welfare program is in family rehabilitation, which can be accomplished by giving the family the social contact that the church should give to all people. Nothing will do more toward giving the individual a brighter outlook upon life, nothing will do more to hold up his morale and make him a more desirable citizen.

A Trained Social Worker

A trained supervisor for Fort Collins cannot solve entirely the problem of the poor, but she certainly can be the means of accomplishing much toward an accurate relief program and above all, with the cooperation of Larimer County and the city of Fort Collins, she will be able to launch a program of prevention rather than cure.

Society has yet to awaken to the fact that it pays the bill in either prevention or cure, but that prevention is the cheaper economically and by far the cheaper for the well being of society. It means happier homes, better children, physically, mentally, and morally, fewer maladjusted citizens, less crime, less juvenile delinquency, and a more wholesome society in which to live.

As a final word, the writer wishes to speak further regarding the value of the expert social worker.

There are many safeguards against a private individual's entrance into the practice of medicine, examinations, diagnosis and treatment, but there are no safeguards against any one's going into a delicate social situation and perhaps making the poor, poorer and the lazy, lazier. If any of the citizens of Fort Collins who are in more or less comfortable circumstances, should find themselves destitute, and their friends and relatives unable to help them, would they welcome a charity organization to invade their home, look into their pantry, ask a lot of irrelevant questions to satisfy their own curiosity and leave out the really important things that mattered? Would the advice be taken? Would the one receiving aid feel better and happier or would the reaction be one of depression and disgust?

Or would this same group rather submit their problems to a man or woman who meets them as their doctor would, who regards their case as one of social readjustment as a doctor would study their nervous and physical adjustment? This is just where the advantage of professional spirit and training enables the trained social worker to do a better job than the lay individual might do regardless of how conscientious that person may be.

The professional social worker will avoid "sloppy sentimentalism" as carefully as the "hard boiled" attitude.

Each case must be heard and decided upon its merits. She will know that there is no one solution to all the cases that come in from day to day. There will be typical problems but there is no one way of working them out.

Much maladjustment in the home is due to nervous disorders that are not readily recognizable by the lay worker. Cruelty, indifference, irritability, on the part of the father or the mother are more likely to be caused by some deep-seated physical or mental illness and ought not to be set down merely as "bad disposition" as the casual interviewer is apt to do.

The writer would like to speak directly to the people of Fort Collins as to what is to him the most important thing of all; cooperation. Cooperation depends upon the men and women of Fort Collins who realize that there are certain jobs that specialists can do best and that just as the state protects the public against amateur doctors and lawyers, so must they protect the public from amateur social workers. Cooperation is lacking in the Fort Collins agency and will come only when a specialist takes control and wins the confidence of all organizations and charitably-minded individuals. "Cooperation will lead to a higher type of work from the professional who feels that the best elements of the community are behind her. To the intelligent citizen will come the satisfaction of knowing that the job is being well done and he will gladly

give of his material means."¹¹

In working out your problems, Fort Collins, the writer begs of you to consider the issues involved and the need of efficient management. Remember that there is a close relationship between economic and social welfare. See to it that you put the administration of the social welfare forces in your community in capable hands, just as you place confidence in the engineers and business men of your economic life.

¹¹ Edwin Burdell, The Economic Value to the Community of Trained Social Workers, The Family, Jun 1929.

PART VI

SUMMARY AND CONCLUSIONS

SUMMARY AND CONCLUSIONS

The main object of this thesis was to cover the development of poor relief and welfare work in Fort Collins, to find the scope of the problem and the efficiency of the present relief program, and to offer suggestions for the improvement of that program.

In the early history of relief, relief was given by kinsmen, each clan or tribe feeling the responsibility for its poor. Later on, the Greeks provided for war orphans out of the state fund. The Roman slavery system reduced many to poverty, and the policy of "bread and circus" became permanent in the empire.

The early Church worked with the poor, and as a result the early Christians developed a system of liberal almsgiving. The Church was the main factor in aiding the poor through the middle ages.

In 1563, England passed laws which are thought of as the foundation of English and American Poor laws.

The New England settlers were determined that pauperism should not take root in the New Country but pauperism soon became prevalent and finally the almshouse was introduced into America. America today has the many problems of poverty, disease, crime, orphans, widows, and the aged. However, the modern tendency is to deal with the seat of the trouble rather than with results which will do much in eliminating poverty.

The Colorado Poor relief program is very new and does not come up to modern standards. Colorado is one of three states that does not have a central board of control over charities.

Larimer County spent money for poor relief in 1871 while Colorado was yet a territory. The first county "poor house" was built in 1882. The present county farm was purchased in 1892 and buildings erected for the county's poor. In 1924 the County voted a \$175,000 bond issue to build a county home and hospital and the present institution was opened for use in 1925.

The county expenditures for poor relief have been increasing at an appalling rate, increasing from a total expenditure of \$26,788.00 in 1920 to a total expenditure of \$116,203.17 in 1931.

The big increase has been in outside poor relief which is dangerous to the welfare of the morale of the people if improperly supervised.

Poor relief and welfare work in Fort Collins is typical of most American cities in its development. In the early period, the work was carried on in an unorganized manner by churches, lodges and benevolently minded individuals.

The present organization developed through the channels of the Chamber of Commerce where an exchange room was established for the storing of supplies and giving out to those in need.

The work was put in charge of Mrs. Jennie Thomason in 1926, who was at that time secretary of the local American Red Cross.

There was a noticeable increase in requests for relief and in the spring of 1930 it became necessary to organize the present Social Service Bureau.

This organization was first thought of as a clearing house for the various organizations of the city that were doing some type of welfare work, but it soon developed into the main organization and was supported by the other organizations.

All the workers in this organization are volunteers save one, Rev. W. H. Elfring. He is paid twenty-five dollars a month for management of the supply room.

The work of the Social Service Bureau in the winter of 1931-1932 was very extensive due to the fact that many had been unemployed in the summer of 1931 and wages were low for those who were employed. Very little trouble was experienced in getting funds for carrying on the work since many employed people gave a day's salary for the support of the Bureau's program.

There was a total of 1927 individuals aided through the Bureau from September 1, 1931 to April 1, 1932.

The Spanish are considered by many as being the cause of the burden upon the county and the Social Service Bureau. The Spanish were brought to Fort Collins because of a scarcity of American laborers, but many returned to

their native state or to Old Mexico when they found work no longer available. However, this condition will be only temporary, since the American will not tend the beet crops when he can find other work.

The homeless men of Fort Collins are unrecognized but it is estimated that there are at least fifty men who would come under that category. Fourteen of these men are given relief by the county.

Smoky Hollow is a settlement at the edge of the city limits, to the east of the highway on North College Avenue. It is a group of shacks where fifteen homeless men have found shelter. Many of them are down and out, old and disliked by society, yet they do not apply for aid. There is a need in Fort Collins for a program which will help the homeless man to live the normal life.

Meeting the problem of indigents in Fort Collins has not been dependent upon a few individuals, but there has been the best of cooperation upon the part of interested organizations which involved many individuals. At the head of the program was the Social Service Bureau supported by 54 organizations.

The Fort Collins Employment Council was organized to give employment to all seeking aid in order that the morale of the individual might be upheld.

The Larimer County road project was for the purpose of giving the men who were receiving aid from the county something to do and at the same time permitting the

county to receive something in return for the aid given.

Many who had, previous to this time, felt embarrassed at asking help, now that work was available, applied for aid. Mr. Jones realized this and ended the project as soon as possible. During the road project, 432 men worked for the county.

The County Woodyard was organized in order that men applying for aid might have a chance to work, and in order that at the same time, the county could keep a supply of wood to be given to the worthy needy. Sixty men were permitted to work three days a week and then a shift of sixty other men worked three days.

The City of Fort Collins helped by creating work for the needy and by cooperating whenever possible with the Social Service Bureau.

The American Red Cross devoted most of its activities in Fort Collins to the care of the ex-service men and their families. In the winter of 1931-1932, 27 needy ex-service men and their families were given aid.

The Spanish Industrial Center is an organization which has created a rug and mop manufacturing concern in the basement of the Spanish Catholic Church. It is run on a profit sharing basis and paid a profit of \$1000.00 to sixty families during the winter months of 1931-1932.

The Salvation Army in Fort Collins has done some very fine work in the past but during the winter of 1931-1932 the organization was unable to hold up the previous

standards due to a lack of funds.

The care of transients in Fort Collins is under the auspices of the Social Service Bureau and the City Police Station. The Elks Lodge pays for part of the meal tickets and the Bureau pays for the others. Beds are furnished at the Police Station where the transients work at a wood pile for their meal ticket.

The Senior High School for several years has maintained a fund to help high school girls who are in need. The school term of 1931-1932 brought a greater need. Funds were raised, to pay the students in need, for work at the school building. This saved many from discontinuing their school work.

The Junior High School has carried on a project similar to that of the Senior High School during the school term of 1931-1932 by creating a fund for students in need and giving them something to do to earn money.

The grade schools made no direct attempt to take care of their needy pupils but various organizations have offered aid to the pupils in the schools.

The Franklin Sewing Club was the most outstanding piece of rehabilitation in Fort Collins during the winter of 1931-1932. It taught a number of women how to do things for themselves. It gave them a social contact outside the home which many had not had in years. This social contact that these women received gave many of them a new outlook on life.

The writer feels that this thesis is a useful contribution as a study of the Fort Collins welfare program, but will be useful only to the extent that it is studied by those citizens of that city who are interested in the relief program and are desirous of establishing the work on a more scientific basis.

The thesis tells the story of the historical backgrounds, of the development and the functioning of Fort Collins' present relief and welfare organization.

It gives some practical recommendations, in the way of scientific supervision and trained social workers, that if applied to the Fort Collins relief program will check pauperism and put the functioning of all relief and welfare work in Fort Collins on a scientific basis.

PART VII

APPENDIX

APPENDIX

Report of Questionnaire

In order that a comparison might be made of the Fort Collins relief and welfare program with that of other small cities of Colorado, a questionnaire was sent to 12 cities which have a population ranging from 5,000 to 15,000 inhabitants. Of the 12 questionnaires sent to the smaller cities, 9 were returned.

The following chart gives some of the results of data received from 9 cities of Colorado, regarding qualifications of their supervisors of poor relief.

City	Population	Trained Supervision	Untrained Experienced Supervision	Volunteer Supervision	Salary per Month	Satisfied with Present Program
Longmont	7,000			1		Yes
La Junta	8,000			1		Yes
Greeley	13,000		1			No
Lamar	4,300			1		No
Durango	5,200			1		Yes
Sterling	7,500		1		\$60.00	Yes
Grand Junction	10,247		1		60.00	No
Canon City	9,526	1			125.00	Not fully
Boulder	12,222	1			125.00	Not fully

The table shows two cities that have trained supervisors of relief and welfare work, three cities that have experienced supervisors, and four cities that have volunteer supervisors.

The two cities, Boulder and Canon City, that have trained social workers are not thoroughly satisfied with their program. Their dissatisfaction is due in part to the fact that their progressive program causes them to realize the great amount of welfare work that needs to be accomplished within their communities.

Both cities say that there is a need of more rehabilitation work and less relief. The relief work is so great that both time and funds are thereby exhausted. Due to the present unemployment conditions, the trained workers have not had a chance to show their true worth, but both cities feel that the workers have made charity scientific and have more than saved their salaries. As Boulder puts it, "She saves much more than her salary in transportation, elimination, adjustment and rehabilitation. Successful elimination of 36 families this year, which otherwise would have been on the county means a saving of \$12,960. for the year while her salary is only \$1500.00 a year. We have had, due to the scientific methods of our trained supervision, an average of 29 to 41 cases eliminated each year for the last five years."

Two cities, which have experienced supervisors, are hoping for a better program within their cities where there will be more rehabilitation, while another city with an experienced supervisor is well satisfied with its present program. This particular city lays emphasis upon the efficiency of its present organizations to give out many

supplies and its ability to aid many families, with little or no thought of the effect of the organization's policy upon the recipient. This city is a haven for transients. It took care of 4677 transients from October 1, 1931 to March 1, 1932, at a cost of \$2,500.00. No other city reporting, comes so near to the early policy of indiscriminate almsgiving as does this city.

The other two cities reporting experienced supervisors are not thoroughly satisfied with their organizations. The workers realize that the relief work is too much of a dole system; they also realize the need of a program which will eliminate unworthy cases and at the same time rehabilitate the homes of those aided.

Four cities have volunteer supervision. Three of this four are satisfied with their present program of relief while one is dissatisfied. This city (Lamar) the smallest one to report, feels that its relief work has not been efficient because of a lack of cooperation upon the part of the various organizations of the city. Lamar gave relief from September 1, 1931 to April 1, 1932 to 1,495 different individuals, which is the highest per capita reported by any of the cities reporting. Nevertheless, Lamar reports that it would be impossible to support a trained supervisor of social work, and states further that the organization does not see the benefit of a trained worker.

The other three cities with volunteer supervisors

seem satisfied with their present programs of relief work. Lack of funds will not permit them to have trained workers, a fact which might be interpreted to mean that they were forced to be satisfied with the present arrangements.

Each of the three cities makes suggestions for a better program which seems in absolute contradiction to their statements to the effect that they are satisfied with their present programs.

The reports from the above nine cities are encouraging in that all but one tend to favor the trained social worker to supervise welfare work in their respective cities. Hundreds of dollars are being wasted every day in Colorado, in a feeble attempt to give to the needy. Each local organization has the task of arousing and educating the public to the wisdom of giving relief in a scientific manner.

Fort Collins, a combination of experienced and volunteer welfare supervision, is progressing with the other Colorado cities toward more scientific methods of caring for those who must seek aid.

Some Typical Cases Receiving Aid

Case I. Large Family, Shiftless Father.

The G. Family is considered Fort Collins' most notorious case. It consists of the father, age 40; the mother, age 36; and eight children. In addition to these who live at home, there is one married, two dead and ap-

parently another expected.

Mr. G. is extremely shiftless and feels that the county owes him a living. The family lives in a three room house with a basement. The rent of ten dollars a month is paid by the county. The house is very filthy, debris of all kinds lying about the place. Evidently the windows have never been washed although Mrs. G. claims she washes them twice a week. The furniture in the front room consists of a double bed and a single bed, two or three chairs and a stove. The beds are filthy and there are tin cans, chunks of mud, pieces of bread, etc. on the floor. A glimpse through the door into the kitchen reveals a table that is as dirty as the floor. When Mr. G. opened the door between the kitchen and the front room he had to kick some cans out of the way to get it open. The yard is just as dirty, apparently it has never been raked and there is no grass.

The children have had different troubles, many of which are caused by wrong diet. One of the boys has a running ear and some of the children have bad tonsils. Miss Barton, Principal of the Franklin School, states she had been at the home at twelve o'clock noon and no attempt was made to get a meal. The children would come in and break off a chunk of bread and eat it. They are fed milk at school although they never complain of being hungry. At the Franklin School an attempt has been made to teach the girls to mend their clothing. They seem to like

to do this but will not sew at home. Mrs. G. complains a great deal about the other children in the neighborhood. She claims they hurt her children. Two of the boys have been brought up before the Juvenile Court for petty theft.

This is clearly a case of too large a family, that has developed habits of shiftlessness and filth and a "don't care" attitude.

Case 2. Misfortune.

This family consists of the father and mother, each 50 years of age, and 8 children. The family has been able to get along very well until the fall of 1931 when it was forced to accept aid from the county.

The family came to Fort Collins from Michigan where Mr. L. had been a prosperous farmer, but due to mismanagement and poor investments, the money which he had when the family arrived in Colorado, has been squandered. As a climax to financial losses, the family's home was destroyed by fire in the fall of 1930, depriving them of most of their furniture and destroying several quarts of fruits and vegetables, which the family depended upon as a big portion of the winter food supply.

The daughter and one son are married; the daughter has a ten month old boy and is expecting another child in September.

In the fall of 1931, both the son and the son-in-law were without work, so they returned to the father and

father-in-law's home. At the present time, there are 13 individual members of the family living in a five room house.

There is one daughter in the family who is an epileptic, who has been a continual drain upon the family income. She has been sent to the Denver General Hospital at various times, but at the present time is at home. Due to improper diet, she is bedfast and it is necessary to inject medicine into her arm to quiet her nerves. The county will be forced to bear the expense of sending this girl to the Denver General Hospital for treatment.

The family was very sensitive when the first application for aid was made, but within a few months it has become demoralized and that, "don't care" attitude is taking hold of a family that at one time had a high morale and much family pride. It is hoped that our present system of relief may not pauperize this family.

Case 3. Unemployment.

The M. family was brought to the attention of a case investigator early in the fall of 1931, and was placed upon county aid in November. The family consists of the father and mother and two children.

Mr. M. is a very well educated man. He graduated from high school in Iowa and finished his college work in New York. After graduating from college, he taught for a number of years in an eastern college where he met Mrs. M.

who was a student in the college. They were married when she was only 21 and he 43 years of age.

A few years later, Mr. M. obtained a college position in Colorado.

After a few years in this particular position, he lost his job, as he puts it, "through underhandedness where a group of people took advantage of him."

When the family had a good income, there wasn't any limit to the things that were bought. A home was purchased and furnished with fine furniture. The family drove a nice car, but the mistake was made when the home was mortgaged and a heavy investment was made in oil stock which did not materialize into assets as was expected. At about this same time (1928) Mr. M. lost his job and has not had proper employment since that date.

There are two children in the family, a girl 10 years of age and a boy 3 years old. Neither of the children in the family clings to the days of luxury, but neither Mr. or Mrs. M. is able to adjust themselves to a lower standard of living which they have been forced to accept.

In spite of the education and experience of Mr. and Mrs. M. they are unable to make proper adjustments. He is unwilling to lower himself by taking a minor job.

The family has a tendency to feel that the public owes it a living, if society can't furnish a proper position society must be responsible for the care of the

family.

This family will remain upon the county until an attempt is made to adjust the family to new conditions.

Case 4. Sickness

The W. family was first reported to the county workers in November, 1931. At this time it was living in a tent on the river. Mrs. W. was ill, expecting a baby in December, she lacked proper food and was in a bad run down physical condition.

There are four healthy children in the family, but the mother has been sickly ever since her marriage, a condition which has had a tendency to drain the family income. When the county worker first visited the family in November, she found a very dirty, unkept house. Mr. W. had been out of work for three months and the family was living upon what little money Mr. W's father had been able to save--he was at that time living in the tent with the family. There was no food in the tent except a few potatoes and carrots that a nearby farmer had given them.

Much sickness in the family has made it impossible to accumulate any property or wealth and when neither Mr. W. or his father was able to get employment, the family was reduced to poverty and forced to accept charity.

In the later part of November, the county case investigator made arrangements for medical attention to be given Mrs. W. The family was moved to town and the county

pays the house rent. The Ford car which Mr. W. owned was sold and the money used for clothing.

This family is embarrassed at receiving aid and hopes to be able to pay the county some day for the aid given.

With Mrs. W.'s health restored and Mr. W. receiving employment which he hopes to have this season, the W. family will soon be self supporting.

Case 5. Insufficient Income.

This case consists of a family of eight, Mr. and Mrs. S. and six children. This family has been in Larimer County 20 years, and 1931 was the first time it was forced to seek aid.

Mr. S. has been in the truck business for several years, but, due to the slump in business, his income has not been sufficient to care for his large family.

Mrs. S. says that it has been impossible for her husband to make money, even in normal times. Upon two different occasions, he has bought a home and each time he has become discouraged and let it go back. Mr. S. becomes discouraged and is mean and cross to his family and everybody else. It is under these spells, that he becomes lazy and gives up doing those things which he, before, had set out to do.

Very little aid has been given this family; and Mr. and Mrs. S. are doing all in their power to be self support-

ing. On the other hand, Mr. S. is down on the world. He feels that he has had a raw deal, and that nobody else could have as hard a time as he is having.

This family still has its self-respect intact but general attitude needs to be changed. A changed attitude on the part of Mr. S. will mean the success of the family.

Case 6. Divorce and Desertion.

The R. family has lived in Fort Collins for fifteen years. Mr. R. was employed for some time at the heating plant of the Colorado Agricultural College where he earned \$135.00 per month. The family used little or no judgment in buying and made little attempt to meet monthly payments upon the many things purchased. Much of Mr. R.'s salary was spent in this manner, and the articles finally were taken back. Several things have been lost by the family in this manner, including their home, a car, an electric washingmachine, and insurance policies.

Six children were born into the family, but the home life has been very unsatisfactory. Mr. and Mrs. R. quarreled continuously. He often became discouraged. Under the influence of such spells, he was very brutal and mean to his family. After a heated argument, Mr. R. left the house to go to work and Mrs. R. packed up and moved out. She sued for divorce and won and was to have \$40.00 a month alimony. Soon after this, Mr. R. lost his job. He skipped

the country leaving the family to shift for itself.

The older two boys are in their early twenties and can help the family so long as they are able to get employment.

This family, being deserted by the father and without employment, will not be able to cope with the situation and will be dependent upon the county for some time.

Case 7. Husband in Penitentiary.

This case consists of a man, his common law wife, and three children. The family is Spanish. Both the father and mother came to Colorado from Mexico before meeting each other. Neither Mr. nor Mrs. B. can read or write and are not interested in seeing their children get an education.

Besides Mr. B. there are two other men who stay at the shack where the family lives. These two men and Mr. B. make liquor and were engaged in a bootleg ring for which Mr. B. is now serving a term in the Colorado State Penitentiary. Mr. B.'s conviction broke up the ring for awhile, but the other two men re-established the business in a very few days. However, Mrs. B. doesn't seem to get her share of the profits from the business, since she has been forced to call upon the Social Service Bureau for aid, but has never resorted to the county for groceries.

Mrs. B. is infected with a venereal disease and her last two children have been dead at the time of birth.

The three living children are thought to be free from their mother's disease but they often are sick. One boy has symptoms of consumption.

Medical attention for this family possibly might avoid future expense on the part of Larimer County.

This case will be upon the county until Mr. B. is released or until the family is returned to Mexico.

Case 8. Mentally Deficient.

In the spring of 1928, Mrs. G. came to the office of Mr. Orpha Taylor, Home Service Chairman of the American Red Cross asking help in getting Mr. G. into a hospital for mental treatment. She said that her husband had been acting queer and had suddenly become violently insane and dangerous and was being held in the city jail.

Mr. Taylor made a visit to the home, and through repeated trips, much more was revealed about the family situation to give a clue to the cause of Mr. G.'s condition.

Mr. G. was raised in St. Louis and is the type commonly termed as a "rounder".

He met Mrs. G. in Kansas City, and in spite of her father's threats, Mrs. G. was willing to sacrifice all to become Mr. G.'s bride. So in 1923, they were married. Soon after their marriage, they decided to get away from the influence of the city and to seek their fortune in the west. They came to Denver in 1924 and to Fort Collins in 1925.

Hardships came rather than success, and Mr. G. who was now a man of 32, became restless and grew tired of the confining monotony of married life. He began staying out late at night and before long he was one of Fort Collins' most noted gamblers. He was away from home at all hours of the night. This life led him to drink and keeping company with prostitutes. Mrs. G. knew much that was going on but she was patient and tolerated it, being won by Mr. G.'s kind attitude toward his family, when at home.

In the period of four and a half years from 1924 to 1928, three children were born. Each is strong and healthy. The oldest, now seven years old, is above the average pupil in his school work.

An examination revealed that Mr. G. is suffering from a mental disorder caused by syphilis, which in time will completely soften the brain. He is now being treated in the Fitzsimmons hospital at Denver, Colorado but his case is incurable.

The family was established upon the county in 1928. At the present time, Mrs. G. and her three children are living in a three room apartment with all expenses paid by the county. This case will be permanent.

Case 9. Widow with Seven Minor Children.

Previous to Mr. M.'s death, he had had much difficulty in providing for his family of a wife and seven

children, and was unable to accumulate any property or leave any insurance. His death left the family destitute.

Mrs. M. did washings, the older children found little jobs and somehow the family got along for three years, until February 1932, when Mrs. M. asked for aid. An investigation revealed that the home was kept very clean and that the members of the family were all willing to work. On the other hand, it was found that the whole family was undernourished and that the children have had little training in any kind of work.

The children have not been disciplined. They fight with each other and children outside the family. The mother has poor control of her family.

Emergency relief, consisting of fuel, food and clothing was first provided in February 1932.

This family has been rehabilitated by being able to find work. The older two girls now have employment and two of the boys have paper routes.

With proper guidance, this family will develop to a self supporting family, but at present it needs some outside influence and guidance. Otherwise the family may become subject of charity.

Case 10. Shiftlessness.

The family consists of a man, wife, and six children, four of which are children by two former marriages of Mr. L.

Mr. L. age 51, has the reputation of being a careless, worthless, lazy reprobate. He mistreated his first wife to the extent that he has been blamed for her death. His second wife didn't stand mistreatment long and soon was granted a divorce.

In order to get his third wife, he advertised in the Denver Post. His present wife is the result. She came from good German ancestors and is the daughter of a Baptist Minister. The environment of her home has degenerated Mrs. L. to the point where she has no desire to keep her house clean or to be systematic in her household management.

At one time, Mr. L. was able partially to support his family with an apiary, but due to disease and unsanitary conditions, the state inspector has destroyed several of his hives.

The attempt that the Social Service Bureau has made to rehabilitate this family has failed and relief has been discontinued. However, at the present time, the family receives its groceries from the county commissary.

Fort Collins Cases Handled by the American Red Cross

Following is a brief resume of cases aided by the American Red Cross, as given by Mr. Orpha Taylor:

Case No. 1 is a Spanish family consisting of father, mother, and five children. The father is disabled and draws \$18.00 a month, but is unable to do sufficient

work to support his family.

Case No. 2 is a Spanish family consisting of a man, his wife, and two children. He is disabled but due to misconduct he does not draw any disability.

Case No. 3 consists of man, wife, and two children. He has a stomach ailment and was sent to Fitzsimmons Hospital. The Red Cross cared for his family. The wife is a very poor manager.

Case No. 4 is a worthless man with a wife and seven children. He has too large a family for his meager income. He will work but doesn't look for it.

Case No. 5 is a family consisting of a father, a mother, and three children. The father has no initiative, and works only if food cannot be obtained otherwise.

Case No. 6 is a man sixty years of age with a wife and four children. He was in the service when the World War started, which accounts for his being a World War veteran. He is disabled but draws no compensation. He is the type of case usually referred to as "burned out".

Case No. 7 consists of a husband, wife, and five children. The husband is shiftless and doesn't know how to work. They are very poor managers.

Case No. 8 is a Spanish family consisting of a man, his wife, and four children. The man was disabled by the loss of a leg after the war. The American Legion sent him to a barber school but he doesn't follow the trade. He draws \$18.00 a month from the government. He doesn't

assume any responsibility for his family and is a heavy drinker.

Case No. 9 consists of husband, wife, and four children. The husband was disabled in service while in Siberia and now has tuberculosis of the spine, but due to law technicalities he doesn't draw compensation.

Case No. 10 consists of a man, his wife, and three children. The man is in Fitzsimmons Hospital at Denver, Colorado. A misconduct case; his mind is effected by syphilis. The family is without any type of income and will be permanent case upon the county..

Case No. 11 consists of a widow and three children. She draws a widow's pension but it is not sufficient for her support.

Case No. 12 consists of a man and wife and five children. The man is unemployed and relief is only temporary.

Case No. 13 is a family consisting of a man, his wife, and one child. Their poverty is caused by insufficient income.

Case No. 14 is a widow by divorce, with two children. The woman is thrifty but her former husband is an alcoholic and due to misconduct, he lost his compensation. This deprives his divorced wife of alimony.

Case No. 15 consists of a man and wife and five children. The man is suddenly sick when he is offered work. His wife has the attitude that the world owes them

a living. He draws government disability of \$12.00 a month.

Case No. 16 consists of man and wife and three children. The man is a mental case and draws \$22.00 a month compensation. The living depends upon the mother. This case has had help since 1926, and will be a permanent case.

Case No. 17 consists of a widow with two children. The husband drew compensation and owned two pieces of property. When he died, his money was tied up in mortgaged property and the family had nothing to live on until insurance was finally paid. The children draw eleven dollars a month insurance, and the mother in the near future will draw a widow's pension.

Case No. 18 is a family consisting of father, mother and four children. The mother is a psychopathic case which has had an influence upon the children. The husband and father doesn't enjoy his home, so leaves for several months at a time. He lacks back bone and is the under dog in his own home.

Case No. 19 is a case of a family consisting of a man, wife and two children. The husband worked on the section in Cheyenne but didn't send money home. The wife applied for help and Mr. Taylor got in touch with railroad authorities and after a few days money came for the family's support.

Case No. 20 consists of husband, wife, and seven

children. This is a worthy case of a hard working man who is not physically able. He draws 53 dollars a month compensation. His poverty is the result of too large a family. The Red Cross outfitted the family with shoes.

Case No. 21 is of a Spanish War veteran with a wife and four children. He lost his job due to his age. This is the first time he has asked for aid.

Case No. 22 consists of a man, his wife, and five children. The man has ear trouble and draws \$12.00 a month disability allowance. He works at odd jobs but doesn't have sufficient income to support his family.

Case No. 23 is a family consisting of a man, his wife and three children. He is a spineless creature without initiative. He was formerly a railroad engineer, but is unable to get along with people and can't hold a job. His wife is a psychopathic case, a poor manager and a glutton. It is impossible for her to keep house. Nothing suits this family. Help has been given for the last three years but it never is appreciated.

Case No. 24 consists of a man, his wife, and five children. This family is appreciative and very thrifty. The father asked for help only when in dire need and then worked at the Legion Hall to pay for the aid received.

Case No. 25 is the case of a widower with three children. He is physically fit and a good worker, but is unemployed most of the time. The county furnishes him groceries, and the Red Cross furnished his family with

clothes and shoes.

Case No. 26 consists of a man, his wife, and one child. He is a nervous, mental case but a good worker and always trying to do something. He draws \$18.00 a month disability allowance. The wife is in poor health; she had an operation and it will be a year before she will be physically able to work. The husband gets discouraged and leaves home at various times, but always returns within four or five weeks.

Case No. 27 is another case of a widower, with four children. His wife died with tuberculosis. He enjoys good health but works only when work suits him, which isn't often. He is without initiative and has become a professional "pan-handler". He misrepresents his condition and uses his children to work upon the sympathies of the public.

Report of Social Service Bureau for Year from
June 1, 1931 to June 1, 1932

The tremendous amount of work of the Social Service bureau during the past year has been handled through the cooperation and liberal contribution of the entire community, many of the agencies of which have done their best to meet the needs due to unusual economic pressure.

Special mention should be made of the splendid financial support given by our education systems, which amounted to \$1,641.70 from the Colorado Agricultural College and \$441.92 from the Fort Collins Teachers' club, a grand total of \$2,083.62.

The Elks lodge donation of the use of store room at 204 Linden which has been used for a distribution center for all social welfare activities for the past two years is another outstanding contribution.

The Social Service bureau served during the past year 505 families, or a total of 2954 persons. These families include a definite group who have for the first time failed to be self-supporting, although the larger number has been known to the bureau at one time or another through previous assistance.

Many of these families were visited three or four times. A case history was made of each family needing assistance, and a file kept of articles given

them. A case history contained the address, time of residence in Larimer County, number of children, their ages and school; the man's occupation, employer's report, Church, amount earned recently; owned and operated an automobile or not; reports as to his ability and desire to work; mental and physical condition; care given the house; landlord's report, and any other information pertinent to the case. The files gave the name and address, the amount of clothes, food or fuel given, the date and to which member of the family. Orders were made out from the investigators' reports, checked through the history on hand, and filled on Monday, Wednesday or Friday, the distributing days.

From February 15, to May 15, every able-bodied man was asked to work for what he received. He worked for the city, thus benefitting the public, and then received from the exchange, clothes, food or fuel valued at \$2.00 for one day's work, computed at wholesale prices; 562 days' work done for the city during these three months.

Disbursements

Salaries (W.H.Elfring, \$25.00 per month)	\$225.00
Telephone service	25.50
Stationery, supplies, etc.	94.32
Transient meal tickets (1932)	386.40
Milk for school children and families	568.63
Christmas baskets-308 baskets	711.15

Groceries, gasoline, lodging for transients	\$37.74
New clothing, (stockings, underwear, bloomers shirts, overalls, sweaters, layettes, blankets, etc.)	1170.39
Shoes, new and repaired (629 pairs)	950.53
Freight on coal	40.08
Total.	<hr/> \$4209.74 ^{1.}

^{1.}

Express-Courier. June 15, 1932.

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