

974.90

U55

1932

NEW JERSEY STATE LIBRARY



3 3009 00532 1429

REPORT OF THE STUDY OF THE
ADMINISTRATION OF DEPENDENCY

RELIEF IN MONTCLAIR

1932

BY THE

Department of Institutions and Agencies
of the State of New Jersey

Submitted
December 6, 1932

December 5, 1932

Honorable Oscar L. Carlson, Mayor
Montclair
New Jersey

My dear Sir:

At your request this Department has undertaken to re-survey the activities of the Bureau of Public Welfare for the purpose of evaluating its present organization and administration in the light of present conditions.

We understand that you wish us to make criticisms and recommendations which may assist you in the future development of the Bureau.

The facts upon which our conclusions are based will be found in the body of the text of this report. Where tables or charts will serve to make the situation clear, we have used them for the sake of brevity.

We have sketched briefly the unprecedented economic collapse which has occurred since our original survey in 1930. We have also indicated the changes in New Jersey law in relation to relief administration; the creation of the Emergency Relief Administration; the revision of the Child Welfare and Home Life Acts; the creation of County Welfare Boards for Old Age Relief.

It is necessary that these facts serve as a background in considering the administration and the costs of relief administration in Montclair.

The facts disclosed by this survey show an increase of families in care from 93 in October, 1930; to 889 in September, 1932; of persons receiving relief, 363, in October 1930; to 3112 in September, 1932.

We have attempted to answer the questions here enumerated:

- 1 - Is the increase in dependency rate, (that is, the number receiving relief in the general population) in Montclair greater than the rate for the State as a whole? If so, why? (See page 14-15)

Hon. Oscar L. Carlson, Mayor

December 5, 1932

The rate is less than that for the State. The Montclair rate is 7%. The rate for the State is over 9%; for Essex County 9%. The dependency problem is closely bound up with the welfare of the negro population which constitutes 15.2% of the population, but provides 55.9% of the relief problem. This is accounted for by the fact that the negro has been largely employed in the luxury services and their former employers are no longer able to afford the service.

- 2 - Are the costs per capita of the population for providing relief higher than the State average?

They are lower than the State average, which average is \$3.39; Montclair \$2.18. Private charity adds \$4.76 per capita through the community chest. This is true in some other cities. (See page 17-18)

- 3 - Are the costs per family or per individual relieved, excessive? (See page 21-24)

No, not when measured by standard maintenance budgets; they are, however, higher than the state average per family and per individual, but not higher than in other communities doing an efficient piece of work. In part this is due to the fact that the Bureau attempts to be fair to landlord and tenant in adjustment of rents.

- 4 - Is the present organization and personnel adequate to handle the task?

Yes, the present organization is well adapted to the performance of its task. The present salaried staff could not handle the task without the volunteers now enrolled. The case load has increased from 46 families per worker in 1930 to 127 families in 1932. (See page 27-29)

The qualifications of the Director are far above the average and the subordinate personnel is either well trained and experienced, or good trainable material. (See page 30; and appendix 2-5)

- 5 - Are the methods of administration satisfactory?

Yes. They meet the minimum standards of the Emergency Relief Administration and in certain respects

Hon. Oscar L. Carlson, Mayor

December 5, 1932

exceed them. We found the interests of the clients and of the taxpayers safeguarded by your present competent business and social procedure. There is no indication of political interference or favoritism in the present administration of this department. (See page 32-35)

6 - Is the administrative overhead unreasonably high?

The apparent and reported overhead is about 11% but includes (because of the prescribed system of bookkeeping) certain items which are not properly chargeable to "relief" in normal times, such as the truck driver, salvage manager, employment clerks, etc. (See page 36-37)

To spend money on relief without waste requires supervision. This is now being given.

The corrected overhead is not unreasonably high.

RECOMMENDATIONS

1 - We repeat our original recommendation that there be appointed by the Mayor an advisory board of interested citizens, men and women, whose function it shall be to advise with him and with the Director of the Bureau of Public Welfare in the determination of policy for the Bureau and for the further purpose of interpreting the work of the Bureau to the citizens and taxpayers.

We would suggest that in making such appointments an effort be made to provide for a continuing body, the members appointed for overlapping terms of years so that continuity of administration and policy may be secured.

2 - We recommend that an additional trained and experienced case worker be added to the staff.

3 - We recommend that opportunity be afforded the volunteers and the paid staff for supplemental training on the job.

4 - We recommend that the recreational program be strengthened chiefly through voluntary cooperation of individuals and agencies without added burden upon the tax rates.

* * * * *

This survey was planned and executed under the direction of Emil Frankel and Ellen C. Potter, Divisional Directors of

Hon. Oscar L. Carlson, Mayor

December 5, 1932

the Department of Institutions and Agencies; assisted by Spencer Smith and Louise R. Swain, *Laura Howell and Marian Lockwood*.

Acknowledgement is made of the cordial cooperation in this survey of the Director of the Bureau of Public Welfare and her staff; Mr. T. Lester Swander of the Council of Social Agencies; Miss Dorothy Bakery of the Family Society; and the Finance Department of Montclair.

Very truly yours

DEPARTMENT INSTITUTIONS AND AGENCIES

William J. Ellis, Commissioner

WJE-C

REPORT OF THE RESURVEY
OF THE
ADMINISTRATION OF DEPENDENCY
RELIEF IN MONTCLAIR
BY THE
DEPARTMENT OF INSTITUTIONS AND AGENCIES
OF THE STATE OF NEW JERSEY
SUBMITTED
DECEMBER 1932

The original survey of the administration of dependency relief in Montclair was undertaken by the Pension Survey Commission and the Department of Institutions and Agencies of New Jersey in the fall of 1930.

The increasing strain upon all municipal welfare departments caused by the economic depression, then in its first year, was making itself felt in Montclair as elsewhere and the survey was undertaken at the request of the Mayor for the purpose of providing him with information and advice on the basis of which he might plan most successfully to meet future needs.

The original report was submitted December 19, 1930.

In the two years which have elapsed since that date the economic depression has plunged to depths which were scarcely considered possible: the Mayor under whose auspices the original survey was undertaken has retired from office; the reorganization of the Welfare Department, which was undertaken by him, has been still further modified; the State Emergency Relief Administration has been created with powers vested in it and duties laid upon it, in relation to the administration of relief in counties and municipalities. In addition the laws relating to child welfare and the care of children in their own homes have been greatly

modified; while the law creating County Welfare Boards for Old Age Relief has been written into the statutes of New Jersey during the sessions of 1931 and 1932.

It is therefore apparent that any survey of the administration of public relief in any municipality in New Jersey made at this time must be undertaken in full appreciation of the changes which have taken place in the last two years in social and economic conditions and in the legal provision relating to relief. We shall attempt to present the results of our survey on this background.

* * * * *

Section I

ECONOMIC AND SOCIAL BACKGROUND

A. The Economic Conditions

During the past three years, throughout the world, the United States and the State of New Jersey, there has been an extraordinary drop in world trade, industrial activity, commercial transactions and as a consequence a marked increase in the number of families and persons dependent upon public and private relief.

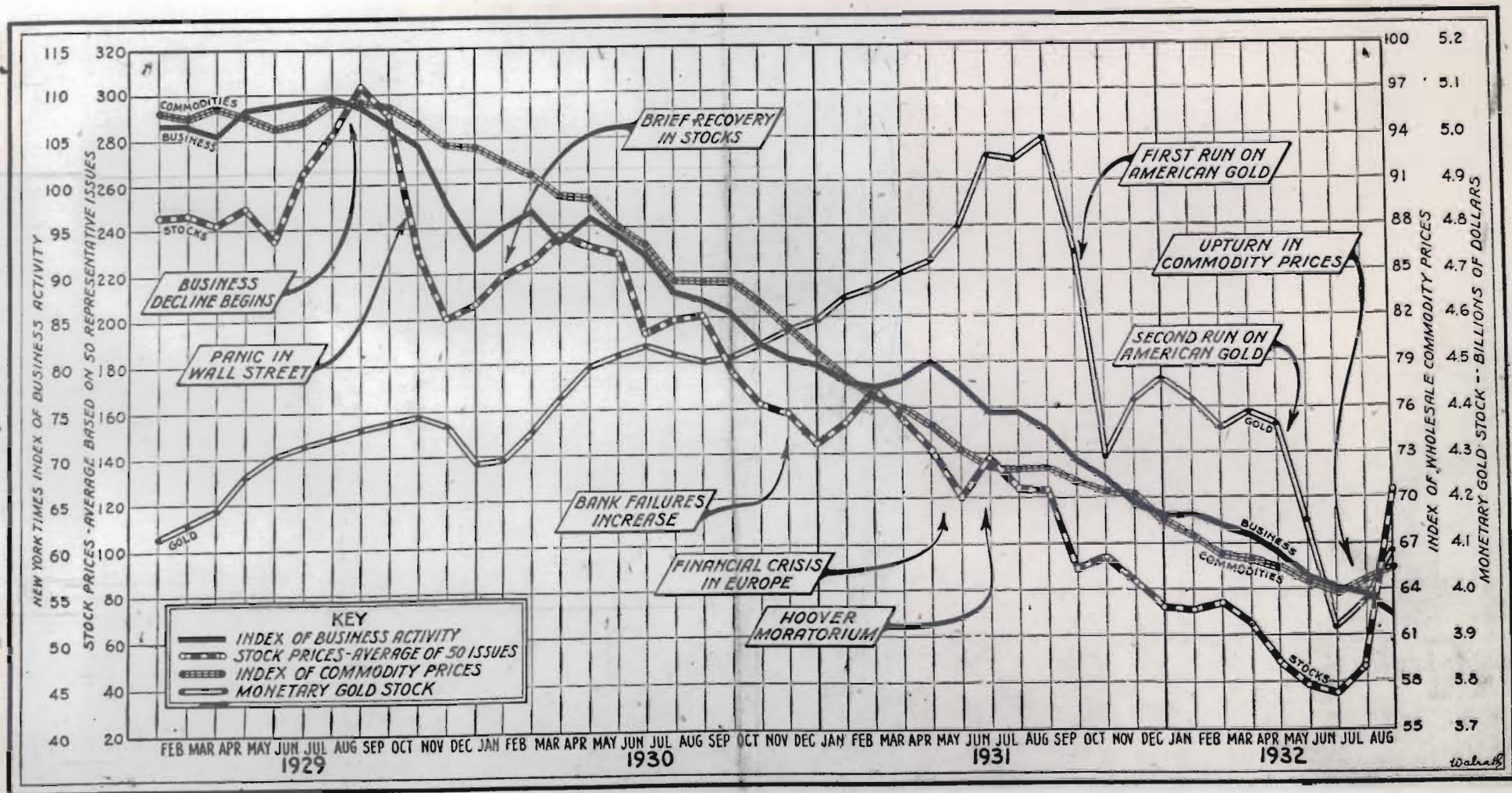
The following graphs will most clearly and briefly make these facts clear. Chart I shows the steady decline of the business index for the United States. Chart II indicates the rise and fall of the foreign trade of the United States. Chart III portrays the enormous fall in employment and wages in the State of New Jersey.

The Department of Labor calls attention to the fact that this drop (Chart III) of 47.7% in payrolls for September 1932 as contrasted with September 1927, inevitably means a lowering of living standards and that many of those on reduced wages are called upon to distribute their reduced earning among relatives and friends less fortunate.

* * * * *

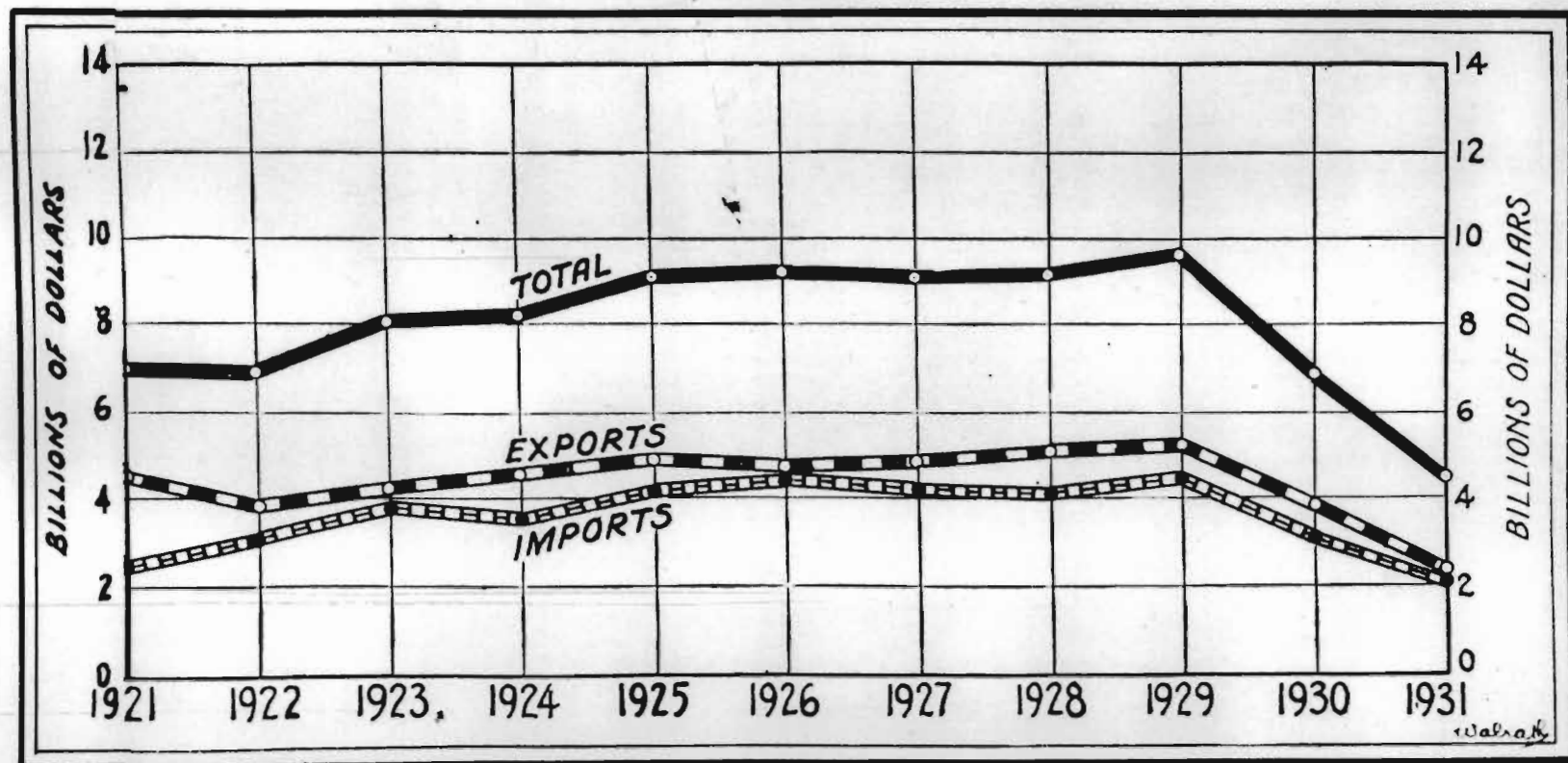
State of New Jersey
Department of Institutions & Agencies
Trenton

FOUR VITAL LINES IN THE ECONOMIC RECORD DURING THE PERIOD OF THE DEPRESSION.



STATE OF NEW JERSEY
DEPARTMENT INSTITUTIONS & AGENCIES
TRENTON

IMPORTS AND EXPORTS OF THE UNITED STATES 1921-1931



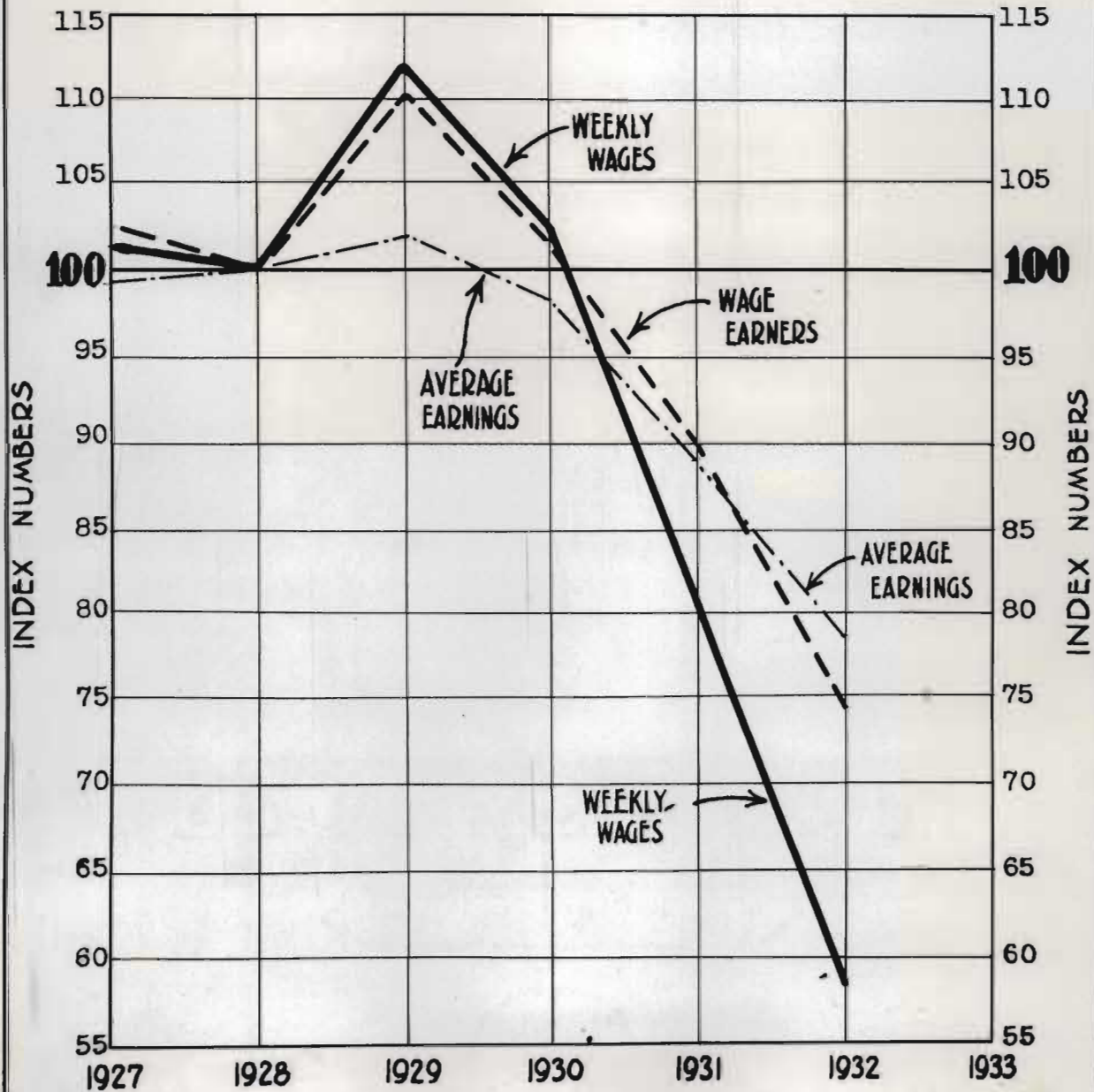
SOURCE: N.Y. TIMES

III

State of New Jersey
Department of Institutions & Agencies
Trenton

EMPLOYMENT AND WAGES IN NEW JERSEY ALL INDUSTRIES

INDEX FIGURES: 1928=100



SOURCE: N.J. DEPT. OF LABOR

— WEEKLY WAGES
- - - WAGE EARNERS
- . - . - AVERAGE EARNINGS

B. The Social Conditions in Terms of Dependency

The effect of the reduction in the number of those employed and the still greater reduction in payrolls is recording itself in New Jersey as elsewhere, in increasing registration of the unemployed and an increase in families in care of all social and relief agencies.

The figures of the Emergency Relief Administration show a steady rise in the number of persons receiving relief, even so recently as September 30, 1932. Their report deals with municipalities representing about 80% of the total state population and from July 1 to September 30 persons receiving relief have increased from 260,425 to 300,137, the latter representing more than 9% of the general population who are receiving relief. This increase in dependency has occurred during the summer months when under normal conditions there is a decrease in need for relief. This trend is shown clearly in Chart IV.

Commitments of dependent children to the Board of Children's Guardians also serves as an index of the ever increasing need for dependency relief, the total under care at this date being approximately 31,000 as shown by Chart V.

It is apparent from this and other current data, that there is no evidence of a reduction in the demand for relief in the immediate months ahead.

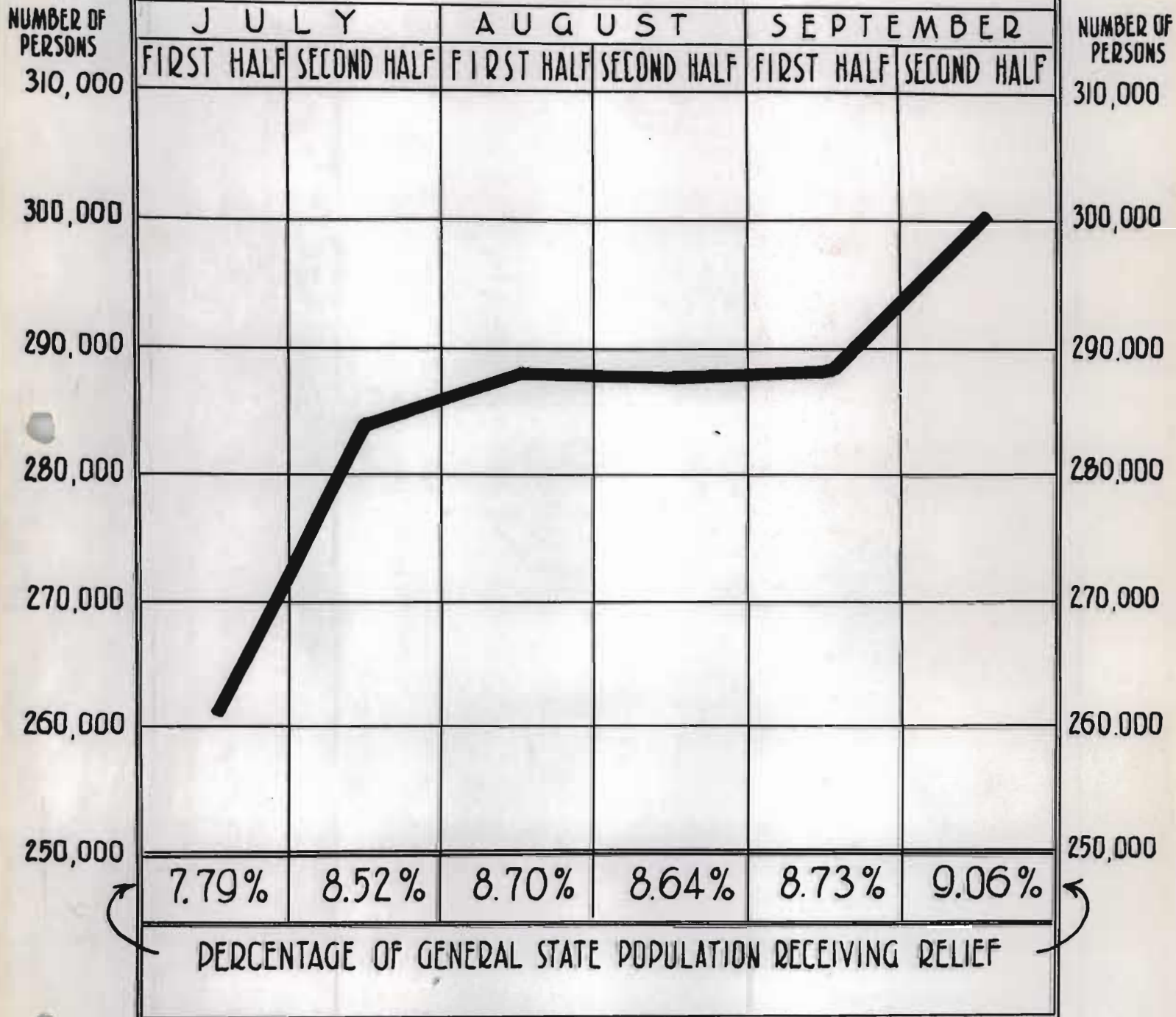
* * * * *

STATE OF NEW JERSEY
DEPARTMENT INSTITUTIONS & AGENCIES
TRENTON

NUMBER OF PERSONS RECEIVING RELIEF
IN NEW JERSEY

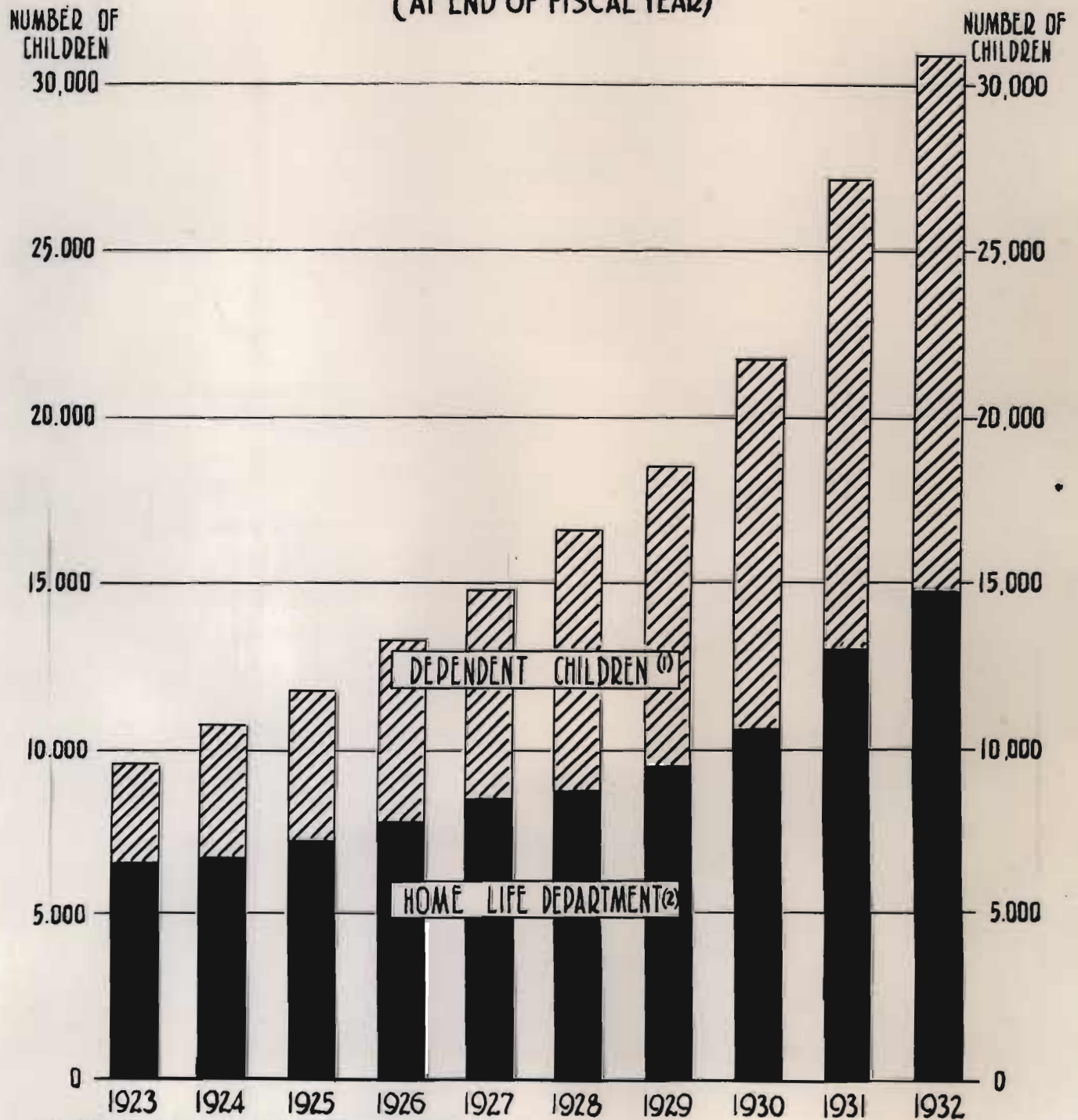
(TOWNS REPRESENTING APPROX. 80% OF STATE POPULATION REPORTING)

1932



SOURCE: EMERGENCY RELIEF ADMINISTRATION

• NUMBER OF CHILDREN UNDER CARE •
• STATE BOARD OF CHILDREN'S GUARDIANS •
1923 - 1932
(AT END OF FISCAL YEAR)



(1) DEPENDENT AND NEGLECTED CHILDREN.

(2) AID TO WIDOWED MOTHERS IN THEIR OWN HOMES.

Section II

MONTCLAIR'S DEPENDENCY RELIEF LOAD

Montclair presents no exception to the general trend over the last three years. Chart VI shows not only the rapid increase in families received under care of the Montclair Public Welfare Bureau during the past fifteen months, from 200 to almost 900, but it makes clear also that the "chronically poor" are only slightly more numerous today than they were at the beginning of the period. The "new poor", out of work through no fault of their own, constitute about 80% of the family case load which the public department is called upon to care for.

Dependent Children

In addition to this municipal load of dependency with its 889 families and 3112 persons in care in the month of September, there are other dependents of Montclair whose need is met by the county. The accompanying table (No. 1) indicates the number of families in care of the Board of Children's Guardians and the increase as between October 1930 contrasted with September 1932.

Table No. 1

Board of Children's Guardians	October 1930		September 1932		PERCENT INCREASE SEPT. 1932 OVER 1930	
	No. of Fam- ilies	Expen- diture	No. of Fam- ilies	Expen- diture	Fam- ilies	Expen- diture
Home Life	28	\$ 790.00	43	\$1,174.26	53.6%	48.6%
Dependent Children	24	945.94	47	1,412.84	95.8%	49.4%
Total	52	1,735.94	90	2,587.10	73.1%	49.3%

Dependent Aged

There has also been a shifting of responsibility for the care of some of the aged poor from the shoulders of Montclair to that of the county because of the Old Age Assistance Act of 1931.

In the month of October there were 35 receiving assistance under this act, representing an expenditure by the county on behalf of Montclair for that month of \$708.00. This relief to the municipality is reflected in the change noted in the types of problems presented to the Welfare Bureau which shows in June 1931 that 18% of the cases in care were aged while in June 1932 the aged constituted only 9% of the total in care, a 50% reduction.^{1/}

County expenditures on behalf of Montclair for the dependent child and the aged will on the basis of these figures represent annual relief of not less than \$39,000.

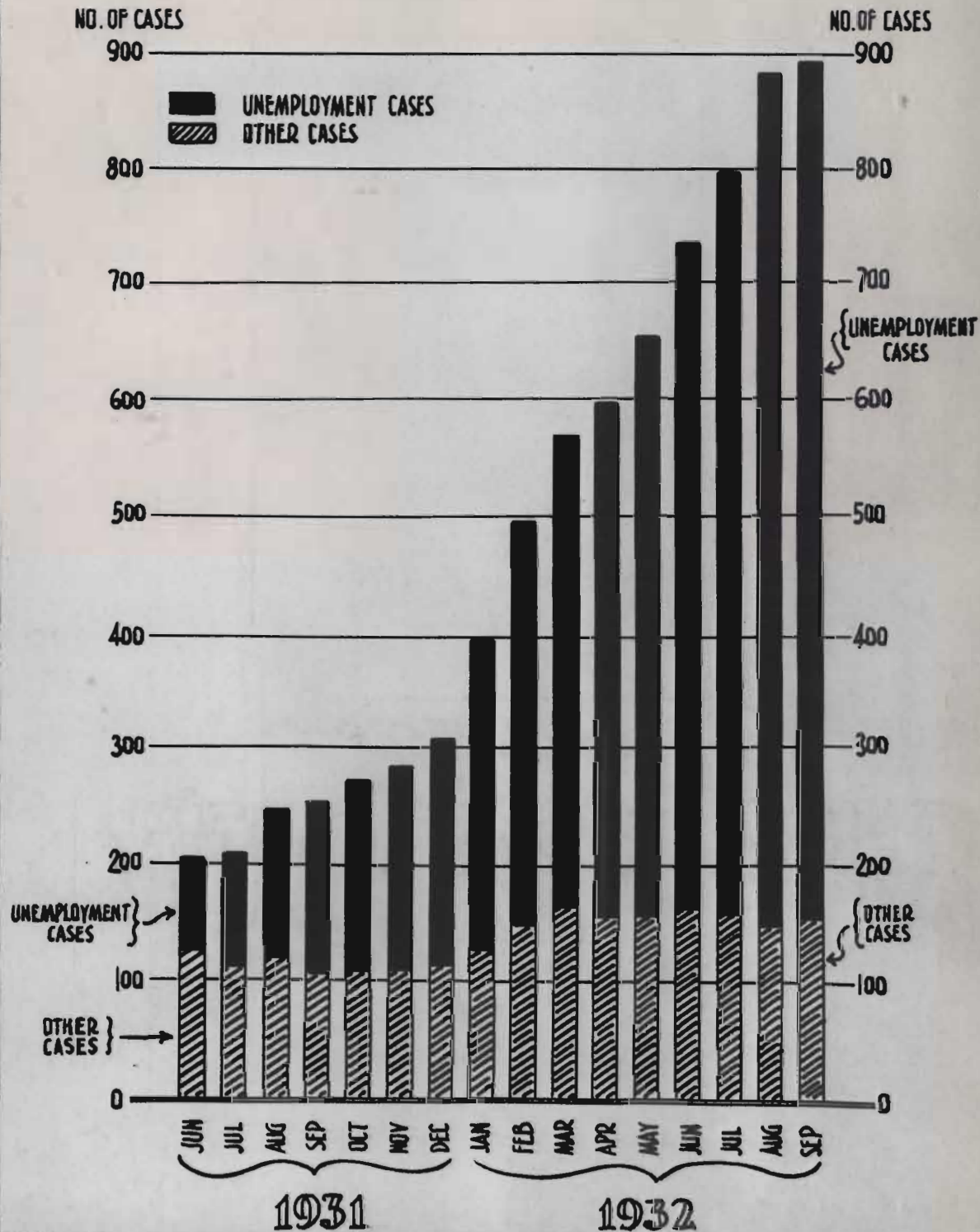
* * * * *

^{1/} See page 1 Appendix.

STATE OF NEW JERSEY
DEPARTMENT INSTITUTIONS & AGENCIES
TRENTON

UNEMPLOYMENT AS A FACTOR IN FAMILY RELIEF

MONTCLAIR PUBLIC WELFARE BUREAU



SOURCE: N.J. DEPT INSTS & AGENCIES

Section III

QUESTIONS TO BE ANSWERED BY THE 1932 SURVEY

In the light of our former survey and against the economic and social background, considered in Sections I and II, we shall undertake to answer the following questions:

Is the increase in the dependency rate in Montclair greater than the rate for the State as a whole? If so, why? (See Section IV, p. 14)

Are the costs per capita of the population for providing relief higher than the State average? Are the costs per family or per individual relieved, excessive? (See Section V, p. 17)

What changes in organization and administration of the Public Welfare Bureau have occurred since 1930? Is the present organization and personnel adequate to handle the task? (See Section VI, p. 27)

Are the methods of administration satisfactory? (See Section VII, p. 32)

Is the administrative overhead unreasonably high? (See Section VIII, p. 36)

The relation between the Public Welfare Bureau and other social agencies. (See Section IX, p. 39)

Section IV

IS THE INCREASE IN THE DEPENDENCY RATE IN MONTCLAIR GREATER
THAN THE RATE FOR THE STATE AS A WHOLE? IF SO WHY?

Limiting our discussion to the activities of the public departments we find that for the last half of September, reports submitted to the Emergency Relief Administration by municipalities with a population in excess of 3,300,000 there were over 300,100 persons receiving relief, or about 9% of the population in those municipalities.

For the same period Montclair shows a relief load of 7% of its population as contrasted with 12% for Plainfield, 9% for Kearny and 9% for Essex County as a whole. The relief load of Montclair as measured by the number of persons receiving relief is therefore not in excess of the state or county average, it is in fact two points better, and five points better than Plainfield.

The Negro in Relation to Montclair's Dependency Problem.

The relief problem of Montclair is in large part bound up with the welfare of negroes who during the era of prosperity were engaged in personal and domestic service in the well-to-do homes of the city. With the collapse of the stock market the luxury services were speedily eliminated with consequent unemployment of a large group of negroes, a considerable number of Italians and other racial groups.

The figures of the Bureau for two and a half months show 55.9% of those receiving relief to be negroes, although they constitute but 15.2% of the population of the city. Note the increase

in the percentage of negro population in the last 60 years,
Chart VII.

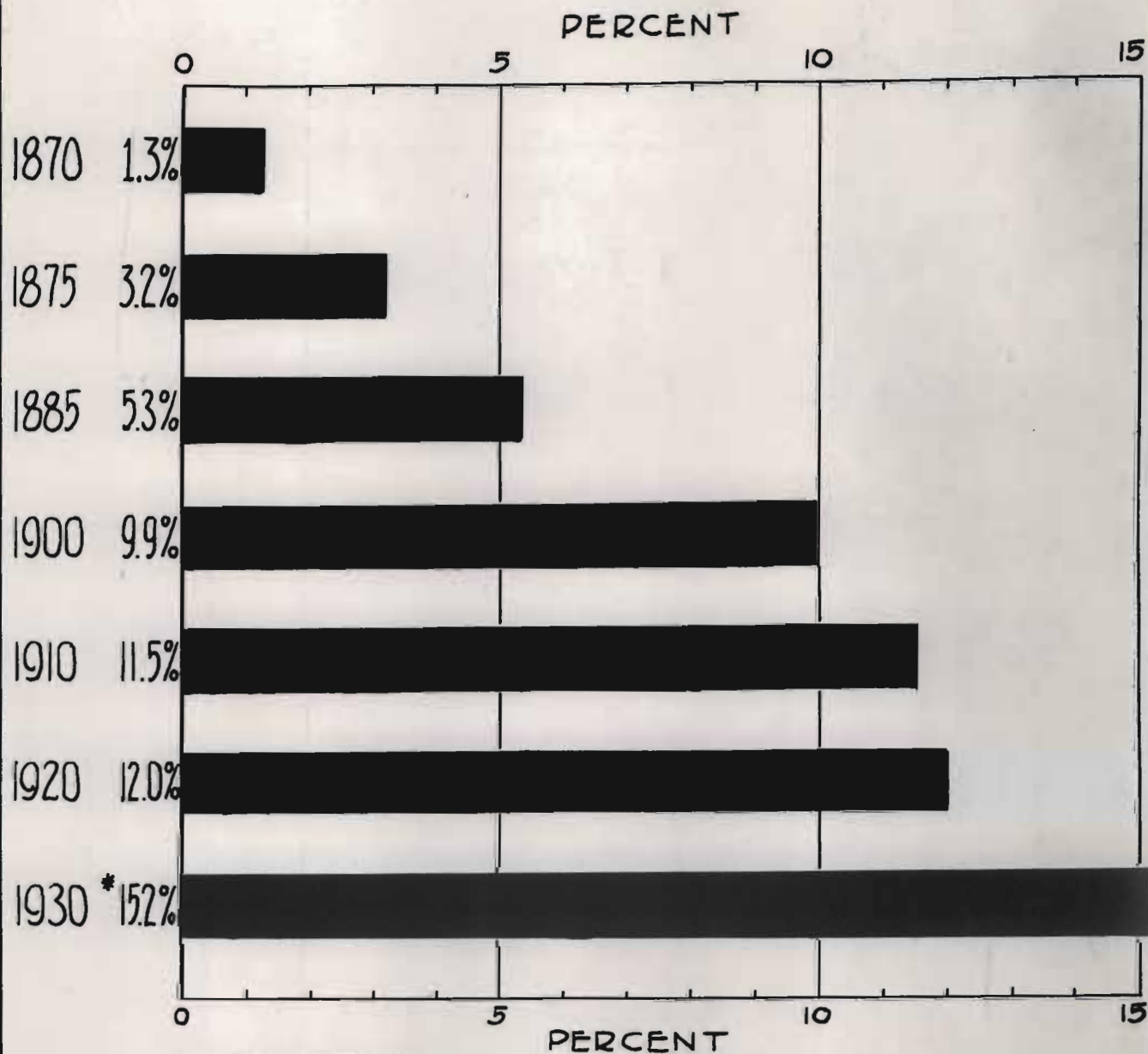
This group, always living at a bare subsistence level, is therefore left without resources and with no possibility of finding employment because of the drying up of the resources of those who heretofore have provided employment for them.

In view of these facts it appears to us that there has been no unnecessary and careless acceptance of responsibility for relief in Montclair since the percent of the population registered for relief is distinctly below the average for the state and county.

* * * * *

STATE OF NEW JERSEY
DEPARTMENT OF INSTITUTIONS & AGENCIES
TRENTON

PERCENTAGE OF NEGROES IN GENERAL
POPULATION OF MONTCLAIR
1870-1930



SOURCE: U.S. CENSUS

* IN 1930, NEW JERSEY'S POPULATION WAS 4,041,334; NEGROES NUMBERED 208,828 OR 5.2%.

Section V

ARE THE COSTS PER CAPITA OF THE POPULATION FOR PROVIDING
RELIEF HIGHER THAN THE STATE AVERAGE? ARE THE COSTS
PER FAMILY OR PER INDIVIDUAL RELIEVED EXCESSIVE?

Measuring the cost of relief in Montclair first by the per capita cost per inhabitant it is evident that the citizens of this municipality are not burdened more heavily to carry the dependency relief load through taxation than are citizens of New Jersey elsewhere. As a matter of fact the per capita expenditure per inhabitant out of tax monies is more than one third less than the average for the state, and more than 50% less than the average for Essex County.

Table 2

Comparative per capita Expenditures From Taxes - Period October 13, 1931 to July 1, 1932			
	Expenditures	Population	Cost Per Inhabitant
New Jersey	\$13,723,937	4,041,334	\$3.39
Essex County	3,889,716	833,513	4.67
Montclair	91,572	42,017	2.18

It should not, however, be forgotten that the citizens of Montclair voluntarily contribute generously to private charitable undertakings, not only for direct relief, but for hospitalization, character building agencies, etc.

The figures of the community chest indicate that during the last 6 years \$1,201,129.00 have been contributed to private charity, an average of \$200,188.00 per year or \$4.76 per capita of the population. This fact must not be forgotten in any consideration of the relief situation in this city.

Table 3

Community Chest, Montclair

1927	\$188,271.00
1928	186,002.00
1929	205,186.00
1930	200,180.00
1931	210,022.00
1932	<u>211,468.00</u>
TOTAL	1,201,129.00

This response of the voluntary contributor is evident in many communities throughout New Jersey but space does not permit us to present comparisons in this field.

Range of Relief Grants

Relying upon the figures of the State Emergency Relief Administration for the month of September, it is evident that there is a wide range in relief expenditures as between rural and urban, industrial and agricultural districts due to a variety of factors. For the state the average relief per week per family is \$4.18; per person \$.94.

As contrasted with the municipal averages for its own County of Essex, Montclair is fifth in order per family, and fourth per individual in amount of relief.

This is graphically shown by Charts VIII and IX.

Table No. 4

<u>Comparative Table of Certain Relief Averages</u> <u>Month of September 1932</u>		
<u>Per Week Averages</u>	<u>Per Family</u>	<u>Per Person</u>
For State	\$4.18	\$.94
High County, Sussex	7.58	1.60
Low County, Burlington	2.13	.45
Essex County	5.28	1.08
Montclair	5.26	1.50

STATE OF NEW JERSEY
DEPARTMENT INSTITUTIONS AND AGENCIES
TRENTON

AVERAGE WEEKLY RELIEF COSTS

ESSEX COUNTY COMMUNITIES

MONTH OF SEPT. 1932

PER FAMILY COST



SOURCE: EMERGENCY RELIEF ADMINISTRATION

STATE OF NEW JERSEY
DEPARTMENT INSTITUTIONS & AGENCIES
TRENTON

AVERAGE WEEKLY RELIEF COSTS
ESSEX COUNTY COMMUNITIES
MONTH OF SEPTEMBER '32

PER PERSON COST



SOURCE: EMERGENCY RELIEF ADMINISTRATION

Standard Budgets as a Measure of Adequacy

This comparison of average expenditures for the state is not however the complete answer as to whether the Montclair figures are excessive. It is acknowledged that the state allowances are on a subsistence level because of lack of funds with which to insure more adequate relief covering a maintenance budget which will insure a minimum standards of living. Many communities are failing to provide rental, clothing and medical care and in some communities the client must shift for himself as to light and heat.

The report recently submitted to Governor Case of Rhode Island by her Conference on Relief and Employment, states that based upon Providence prices the committee has found that "subsistence for a family of five costs slightly more than \$10.00 a week." ^{1/}

They state frankly that the food allowance in this budget is probably insufficient to prevent malnutrition and that such a budget "involves a slow undermining of the family at every point."

This same Conference Report contrasts with this "subsistence" budget an alternative which it considers to be a "maintenance budget without frills" which, at Providence rates, would maintain a family of five for \$17.50 per week.

Figures published by the Family Welfare Association of America in The Family, April 1932, quote "adequate budget" for a family of five at \$21.15 per week with "subsistence budget" at \$15.40. We recognize that funds are not available to meet these standards in view of the unprecedented demands for relief.

^{1/} Survey November 15, 1932.

It is therefore evident that the Montclair expenditures are not excessive when measured by "adequate" or even by subsistence budget standards.

The Distribution of Expense

There is a wide divergence in practice throughout New Jersey as to the inclusion in dependency relief expenditures of rent, light, fuel, clothing and medical care.

Rents

When the item of rent is ignored by the municipality and the landlord is left to carry the whole load, while the family (and particularly the children) are forced to suffer the tragic strain of threatened or actual eviction, the per family and per person expenditure for relief is naturally less.

Montclair has not ignored this necessary part of dependency relief and has attempted to meet the rental situation.

For the state .0361 cents of every relief dollar provides shelter while in Montclair .44 cents goes for that purpose.

At the time of our survey visit to Montclair we learned that the Commissioners of the town had informally approved the policy of the payment of rent only when the family was without shelter; in other words, only when the eviction notice was served.^{1/} This we understand is in line with the Emergency Relief Policy. Previously the determination of whether rent was to be paid was the responsibility of the Welfare Bureau which handled it on an individual basis determined by the family situation as revealed in the investigation.

Subsequent to receiving the report from the Citizens Investigating Committee or the Bureau of Public Welfare we understand the policy has been changed and rents are being paid when the landlord is willing to charge not in excess of \$4.00 per room per month, which is only a fraction of former rents paid in Montclair.

1/ On November 1 the Commissioners returned the responsibility of rental adjustment to the Bureau of Public Welfare.

We would recommend that the question of rentals be looked into as handled in Syracuse, N.Y. and Milwaukee, Wisconsin, where the policy in force not only relieves the family of the terrible sense of insecurity but provides some measure of justice to the landlord without undue burden on the tax funds. In brief Syracuse pays a nominal rental to the landlord bases upon 6% of the assessed valuation of the property occupied.

Milwaukee has a real estate division within its Public Welfare Department and a careful evaluation of the situation as it involves the property owner as well as the tenant is made. We are informed that approximately \$5,000,000 has been set aside in the budget to cover this situation and that the landlord is thereby placed in the position of being able to meet his taxes and carrying charges and the city is assured a measure of return on its relief funds.

The landlord and the unemployed home owner should be provided with some adequate safeguard in his property rights at this distressing time.

Clothing

Montclair's expenditures are slightly below the average for the state. This is undoubtedly due to generous gifts of clothing and a salvage program. It may also be due to the fact that work relief as measured in wages is less than the state average and there may be less wear and tear on garments.

Medical Care

This is distinctly less than the state average. Whether it is due to the fact that private hospitals carry an unusual share of the load we do not know. Montclair does not have a municipal hospital but is billed for service by private hospitals.

It may also be possible that the local physicians are carrying an excessive load of free work or that municipal physicians render more service to the indigent sick.

Work Relief

The amount of the relief dollar in Montclair which goes into wages is 10% less than the average for the state.

We are unable to determine why this marked difference exists, unless it indicates that work relief projects had to be abandoned because of excessive costs. (The work program terminated in May 1932).

The accompanying charts No. X and No. XI will serve to show the distribution of the relief dollar for the state and for Montclair from October 13, 1931 to July 1, 1932.

Considering all these facts we are of the opinion that the costs of dependency relief per inhabitant in Montclair are not excessive; they are, indeed, much lower than the state average.

The cost of relief per family and per person is higher than the state average, but not higher than is the case in other communities doing a satisfactory piece of emergency relief work. As contrasted with normal standard budgets established by family agencies the costs are low.

The fact that Montclair has included in its budget some relatively adequate provision for rent in order to stabilize family life, accounts in part for its higher per capita relief rate.

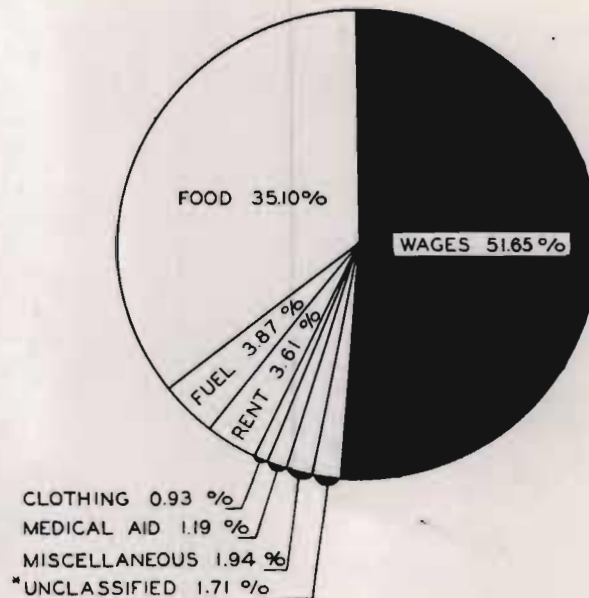
We are of the opinion also that the voluntary contribution to private charity provide considerable supplementary relief in various forms to needy citizens, while in addition carrying most of the load in character building and maintenance of morale.

State of New Jersey
Department of Institutions & Agencies
Trenton

X

DISTRIBUTION OF TOTAL RELIEF EXPENDITURES
STATE OF NEW JERSEY

OCTOBER 13, 1931 TO JULY 1, 1932



CLASSIFICATION	TOTAL AMOUNT	PER CENT
WAGES	\$ 7,089,062	51.65
FOOD	4,816,921	35.10
CLOTHING	127,659	.93
FUEL	530,616	3.87
MEDICAL AID	162,840	1.19
RENT	495,298	3.61
MISCELLANEOUS	267,039	1.94
*UNCLASSIFIED	234,502	1.71
GRAND TOTAL	\$13,723,937	100.00

* CASH ON HAND AS OF SEPT 1, 1932 FROM PAYMENTS ON GRANTS BY HEADQUARTERS TO JULY 1, 1932. THIS FIGURE REPRESENTS APPROXIMATELY THE UNPAID COMMITMENTS MADE PRIOR TO JULY 1, 1932

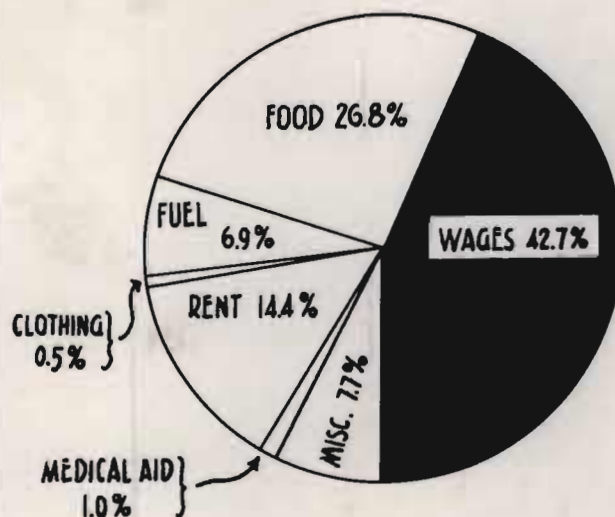
† EXCLUDES ADMINISTRATION SALARIES AND EXPENSE PAID FROM SPECIAL GRANTS

State of New Jersey
Department of Institutions & Agencies
Trenton

XI

DISTRIBUTION OF TOTAL RELIEF EXPENDITURES
MONTCLAIR

OCTOBER 13 1931 TO JULY 1 1932



CLASSIFICATION	AMOUNT	PER CENT
WAGES	\$ 68.208	42.7
FOOD	42.944	26.8
CLOTHING	858	0.5
FUEL	10.965	6.9
MEDICAL AID	1.568	1.0
RENT	22.985	14.4
MISCELLANEOUS	12.252	7.7
GRAND TOTAL	159.780	100.0

Source: Emergency Relief Administration

Section VI

WHAT CHANGES IN ORGANIZATION AND ADMINISTRATION OF THE PUBLIC WELFARE BUREAU HAVE OCCURRED SINCE 1930? IS THE PRESENT ORGANIZATION AND PERSONNEL ADEQUATE TO HANDLE THE TASK?

Organization of Public Relief Agency 1930

At the time of the original survey (1930), the Bureau was officered by two persons -- the overseer of the poor and an assistant. The overseer had served part time until shortly before the survey; other duties in the police department had been part of her assignment to duty. She had not been provided with adequate clerical assistance. Shortly before the 1930 survey she had been provided with an assistant "who had acquired some familiarity with case work records and routine through certain substitute work in the office of the Family Welfare Society." ^{1/} (See Chart XII Organization 1930 and 1932)

While the public relief agency was carrying out the municipal relief program the unemployment problem was being met by a private agency known as the Bureau of Occupations which opened its doors on December 1, 1930 with an anticipated budget of \$6000 for the year. Its purpose was that of acting as a "placement agency; a center for vocational guidance; the promotion of better industrial and economic conditions through study and interpretation of the factors relating to employment." ^{2/} The overwhelming nature of the economic depression created such demands upon this private agency that before the year of its activity terminated, a staff of five persons was functioning and the expense of administration amounted to about \$10,000.

1/ Administration of Dependency Relief in Montclair 1930.

2/ Communication from Council of Social Agencies, Montclair)

With the creation of the Emergency Relief Administration and the state-wide registration of the unemployed the responsibility for handling this problem was assumed as a public duty and the private agency ceased to function.

During 1931 there was added to the Overseer's staff a thoroughly trained and experienced case worker who was subsequently appointed as Director of the Bureau of Public Welfare.

The Case Load 1930

At the time of the 1930 survey there were in care of the public department 93 families made up of 363 individuals. This would not be an excessive case load if the two workers on the staff had been full time and experienced workers, provided with clerical service. This not being the case the case load per worker of 46 families or 181 individuals was difficult to carry, especially as there was a steady increase in number of cases involved.

The recommendations made in the 1930 survey included two major points: The immediate appointment of a full time family case worker in the Town Poor Department; and the organization of an advisory committee with the future objective of a Town Welfare Board.

The first recommendation was carried out. The second recommendation resulted in the appointment of an advisory committee which met from time to time with the former mayor for the discussion of policy. They have not been called upon to function since May 1932.

Organization of 1932

At the time of the 1932 survey the organization of the public department was found to have been greatly expanded and departmentalized, in order to meet the excessively increased burden

of dependency relief.

The salaried staff consists of a director and:

- 2 Supervisors and interviewers, female
- 4 Investigators - 2 male, 2 female
- 2 Placement clerks - male, female
- 1 Telephone operator
- 4 Stenographers, clerks, etc.: 1 male, 3 female
- 1 Manager salvage department, male
- 1 Truck driver, male

Of this total of 16 employees, 12 carry the case load which is comparable to the load clearing through the former overseer's office. The 2 placement clerks are engaged in the work formerly carried by the private agency, the Bureau of Occupations, but without its vocational guidance and survey aspects. The manager of salvage and the truck driver were not part of the 1930 organization.

Based upon the September 1932 figures of the Emergency Relief Administration the case load of the present staff (inclusive of the clerical workers) is 65+ families or 259 individuals. Excluding the clerical workers, the field and supervisory staff carries an individual case load of 127 families, which is excessive.

Volunteers

It is obvious that such a case load cannot be successfully carried by the paid staff and to meet this situation 9 volunteers (all women) have been organized and trained to cooperate successfully under the general direction of the overseer and the two supervisors. These volunteers assist in taking office interviews, making home visits and providing transportation.^{1/}

In addition two large volunteer committees of fifty members each, have been organized; one the Committee on Clothing, the other the Committee on Food. They are engaged in the solicitation

1/ Since our survey visit, volunteers have been increased to 20 and this releases time of the salaried staff to meet case work needs.

and salvage of food stuffs and clothing.

Chart No. XII attempts graphically to show the 1930 and the 1932 organization of the Bureau of Public Welfare. The detailed statement as to the qualification, training, experience and assignment to duty of the staff is to be found in the Appendix, pages 2-5.

Qualifications of Staff

The Director, by training, experience and personality is unusually well qualified for her responsible office. The Supervisors, in our opinion, are able to meet very successfully the duties laid upon them, one having had long experience in social work.

All the Investigators have had previous experience and training which relates to social work in some phase and are, in our opinion, qualified for their present assignments as investigators.

It should be recognized that in this present period of unemployment the field staff is not doing case work because of the enormous pressure to render direct relief. The Director states that only the "inescapable case work problems" can be given attention under existing conditions. In our evaluation of the field staff we recognize this fact.

Our conclusion is, that the present staff is well prepared to perform its functions in this emergency; that the personnel is not in excess of the need; that an additional trained worker is desirable, and that the organization as indicated on Chart XII is businesslike and effective.

ORGANIZATION CHARTS-MONTCLAIR PUBLIC WELFARE DEPARTMENT

XI

1930

MAYOR

BUREAU OF OCCUPATION

1 EXECUTIVE SECRETARY

4 CLERICAL & PROFESSIONAL

DEPARTMENT OF PUBLIC WELFARE

OVERSEER

ASSISTANT

1932

MAYOR

DEPARTMENT OF PUBLIC WELFARE

OVERSEER

DIVISION OF REGISTRATION
AND EMPLOYMENT

1. PLACEMENT
CLERK (MALE)

1. PLACEMENT
CLERK (FEMALE)

DIVISION OF
FAMILY RELIEF

2 INTERVIEWERS
SUPERVISORS

4 INVESTIGATORS

9 VOLUN. VISITORS

DIVISION OF
ADMINISTRATION

2 STENOGR.
CLERKS

1 FILE CLERK
STENOGR.

1 TELEPHONE
OPERATOR

1 RECEPTION
CLERK

DIVISION OF
CLOTHING & SALVAGE

1 SUPERVISOR

1 TRUCK
DRIVER

SHOE REPAIR
FURN. REPAIR
WORK RELIEF

RECREATION

50 VOLUNTEER COMM.
FOOD

50 VOLUNTEER COMM.
CLOTHING

Section VII

ARE THE METHODS OF ADMINISTRATION SATISFACTORY?

Our survey indicates that the system of records; methods of investigation and follow-up; employment and "work-for-relief" projects are all handled in accordance with standards set up by the Emergency Relief Administration.

The files are in good order. The procedure as between the calculation of budget needs and the assignment to "work-for-relief" appears to be equitable.

Employment Division

This division became an integral part of the Bureau of Public Welfare about November 12, 1931 when the State Emergency Relief Administration initiated its state-wide registration of the unemployed.

From November 12, 1931 to October 1, 1932 the total registration of the unemployed numbered: males 2006; females 883, total 2889.

During that same period the placements made numbered: to the Town Department 7165; to private employers 3823, a total of 10,988. The large number of placements is accounted for by the fact that in almost every case these placements were temporary and of short duration. A special drive for jobs in cooperation with the Community Chest covering three months brought in about 1300 placements with private employers.

Relief Division

This division receives all applications for help. Each applicant is interviewed privately by one of the trained interviewers who determine at the initial contact whether the family

should properly come to this agency or to another. All cases are cleared through the social service exchange of the town. If it is evident that need exists the customary history is taken at this first interview, using the standard form of the Russell Sage Foundation face sheet.

The family is then assigned to one of the investigators. Because of the emergent need the investigation deals chiefly with the financial situation and relief needs. In only a few cases is it possible to do a case work job and only the most obvious needs of the family for food, shelter, clothing, fuel and light, sickness are met. After the investigation a budget is calculated based on the Emergency Relief Administration standard of \$1.00 per week for food.^{1/}

On the basis of the final budget requirements the member of the family able to work is given the opportunity to "work-for-relief" a certain number of days during the month on the town work projects. Relief is not withheld if a person is unable to work.

After the case has been accepted a monthly recheck of all cases is the aim of the Bureau. Each visitor is responsible for visiting the homes of the assigned families monthly; the needs are reviewed and readjustments of budget are made. In addition to this monthly home visit there is a weekly recheck as the men report for work.

1/ Since the survey was undertaken the E.R.A. has issued a more flexible food allowance to meet more satisfactorily the needs of small as contrasted with large families and the greater needs of the winter months. In some cases rent; in others clothing; others light and heat; in others illness make additional items in the budget necessary.

Rents are paid only when the family would otherwise be without shelter. (See page 22 - 1/)

The change in policy as to rent has created an acute situation for some families and landlords and an effort is about to be made to arrive at some working agreement based upon the landlords carrying charges.^{2/}

Gas and electricity are paid for only where there are many small children in congested quarters or where there is sickness and where the family can secure no other source of heat and light.

Food orders are issued every two weeks. There is careful check against the bookkeeping and work record. If there is any question as to eligibility for the order the applicant is interviewed in the office. Milk is provided for children and the sick.

Clothing is purchased only when it cannot be secured from another source.

Red Cross flour and clothing has been utilized under the usual regulations.

Medical care is provided through the local hospitals which submit bills for the service. Medicines are purchased on physicians perscription. The amount spent for this service is nearly one-half that of the state average.

The salvage department was, at the time of our survey, doing a creditable job of clothing salvage and shoe repairing, utilizing the time of some unemployed shoe makers. They were also about to undertake repair of furniture and other equipment which would enable them to rehabilitate family homes.

2/ Nov. 30 - This change in policy is being worked out with satisfactory results to most of the landlords and families receiving relief.

Grocery orders have been issued to various local grocers and to some chain stores. At the time of our visit the whole matter was up for discussion as to a revision of method which had, of course, encountered all the difficulties inherent in un-cooperative grocers and dishonest clients.

We shall discuss this matter in the appendix with further reference to ways and means of avoiding these problems.^{1/}

Recreation and Morale

The Welfare Bureau has also assumed some responsibility for the morale of its clients by providing a center of recreation in the building which houses the executive offices.

The space devoted to this purpose would otherwise be idle. A library, reading room and recreation room are provided. They are meagrely furnished. The town library is cooperating and volunteers assist in carrying on the work. The Council of Social Agencies provides the salary of the person in charge. It, therefore, does not increase the costs of administration to the city department.

We believe the facts above stated warrant the opinion that the organization, personnel, administration and method are adequate (including the volunteers) to meet the present demands of dependency relief. The anticipated needs for the coming winter indicate the great need of an additional full-time trained worker.

We regret that the advisory committee previously recommended in the 1930 survey has not been called upon to function actively since we believe it could have served a very useful purpose during this period of reorganization and excessive strain.

1/ See page 9, Appendix.

Section VIII

IS THE ADMINISTRATIVE OVERHEAD UNREASONABLY HIGH?

Experience in many fields indicates that it costs money to expend money wisely. Unsupervised and poorly conceived expenditures are in the end wasteful.

For the first nine months of 1932 the administrative and service costs amounted to 11% of the total expenditures. This does not seem to us excessive.

The accompanying Chart No. XIII indicates clearly the fluctuation in administrative costs during the last 11 years. The low points reached in 1928-31 were correlated with inadequate service and great strain upon the staff.

Table No. 5

Administrative Cost Related to Montclair Public Poor Relief Expenditures			
	Total Expenditures	Administrative Costs	
1921	\$ 8,208.96	\$ 1,442.67	18%
1922	7,197.24	1,345.54	19%
1923	8,586.67	1,480.22	17%
1924	9,008.00	1,602.87	18%
1925	13,369.39	1,852.15	14%
1926	17,381.43	1,923.55	11%
1927	21,772.32	2,262.93	10%
1928	26,227.34	2,264.91	9%
1929	33,448.48	2,557.97	8%
1930	50,678.32	3,413.33	7%
1931	89,352.77	7,314.89	8%
1932 (9 mos.)	136,293.30	14,487.03	11%

In the State of Pennsylvania in the dispensing of more than \$4,000,000 in mothers' pensions, 10% is allowed for administrative purposes.

The administrative costs of the state and county relief administration do not afford a fair figure for comparison with the administrative cost in a municipal relief department because of many factors; among them, that a considerable number of the major staff of the E.R.A. are loaned to the organization without charge by some of the great corporations.

In private family welfare agencies the administrative and case work service costs are usually considerably higher than the figure quoted for the Montclair Bureau.



We are therefore of the opinion that the administrative costs are not excessive and that it is actually an economy in the end to provide adequate investigation and supervision in any relief undertaking.

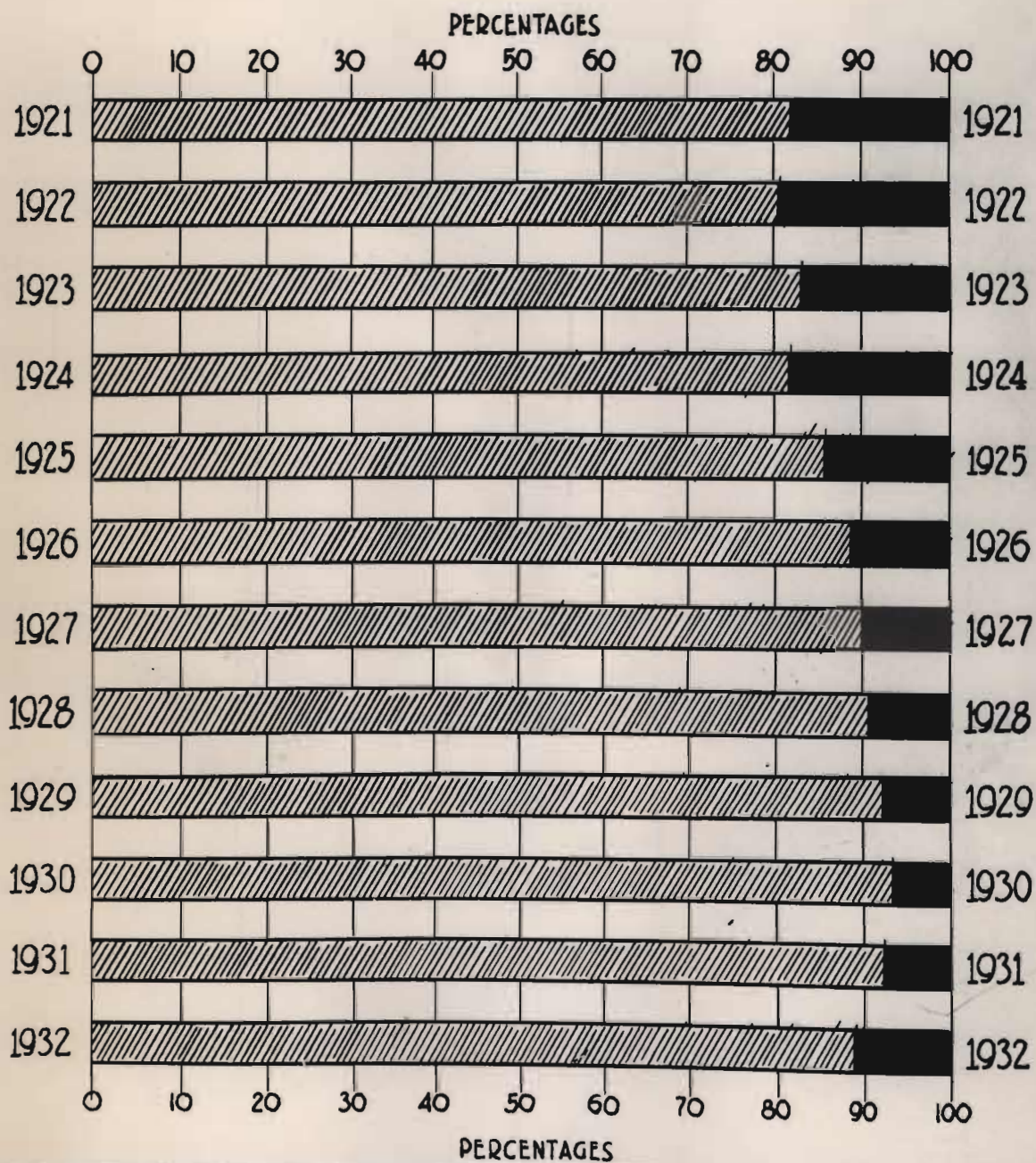
* * * * *

STATE OF NEW JERSEY
DEPARTMENT OF INSTITUTIONS AND AGENCIES
TRENTON

XIII

ADMINISTRATIVE EXPENSE IN POOR RELIEF EXPENDITURES IN MONTCLAIR

 ACTUAL RELIEF
  ADMIN. EXPENSE



Section IX

THE RELATION BETWEEN THE BUREAU OF PUBLIC WELFARE AND OTHER
SOCIAL AGENCIES

The Family Welfare Society of Montclair and the Children's Welfare Committee were actively operating in the community at the time of the 1930 survey.

For the month of October 1930 the relief expenditure of the agencies was:

Children's Welfare	\$ 206.52
Family Welfare	412.67
Town Poor Department	<u>3,150.78</u>
TOTAL	\$3,769.97

Time has not permitted us to integrate the figures of the Children's Welfare Committee with our figures for 1932.

During September 1932 the Family Society expended for relief \$2,425.32, of which \$1,685.87 (70%) was expended for unemployed persons.

Contrasting the actual number of cases aided during these two periods by this society we find that during October 1930 the society aided 30 families - nine of which were unemployment cases. During 1932 the families under care increased to 99, of which 68 gave unemployment as the cause of need.

During October 1930 a total of 146 individuals were aided - 33% of these because of unemployment; in September 1932 the number of individuals helped reached 476 and of these 71% were in need because of unemployment. It is obvious from this great increase that the public department is not alone in carrying the greatly increased load caused by unemployment, even though its own load increased from 363 individuals in October

1930 to 3112 in September, 1932.

There is hearty cooperation as between the executives and staff of the Bureau of Public Welfare and the Family Welfare Society, which, with the return to relatively normal conditions at some future date, will make it possible to work out a cooperative program as between public and private agencies to the advantage of both.

The Welfare Federation of the Oranges provides us with a graphic chart No. XIV showing the startling increase in the number of families under care from 1927 to 1931 from which it is very evident that the great pressure for relief upon public and private agencies is not peculiar to Montclair.

For the month of September, 1932, the city of Orange reports 837 families on relief, composed of 3603 individuals; cared for at a weekly per capita per family of \$7.29 and per individual of \$1.69 which it should be noted exceeds Montclair's averages.

The City of Newark through its Public Welfare Department has shown, in graphic form, the tremendous increase (by months) since 1927 in the number of families receiving relief through public and private agencies from approximately 1200 to more than 8000 (Chart No. XV); and with relief costs increasing (by months) from approximately \$24,000 to nearly \$200,000 (Chart No. XVI) in the five year period.

Attention is called to these facts by way of added emphasis that Montclair is not alone in grappling with her problem of unemployment.

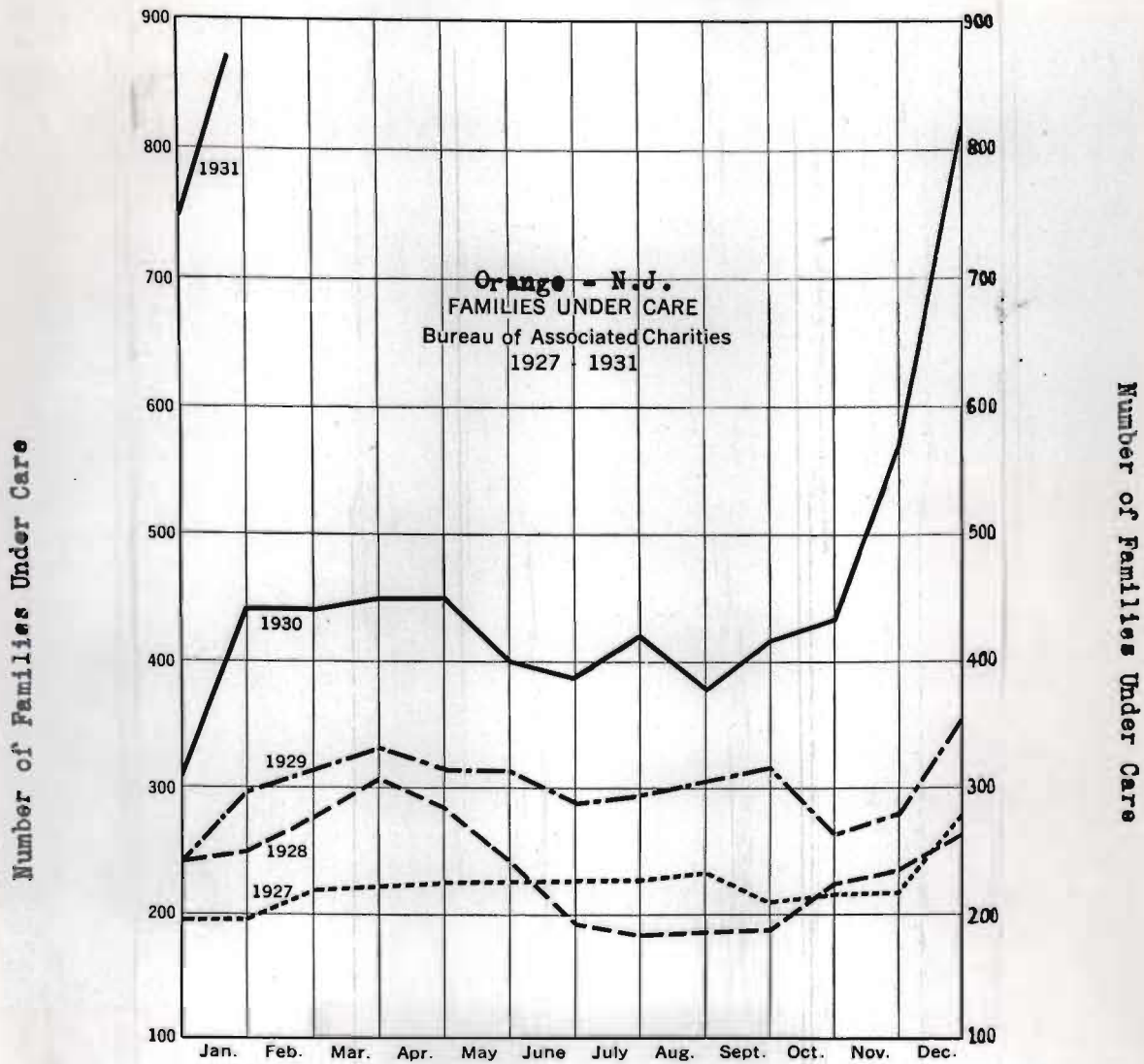
We call attention to the fact stated on page 36 that

over a series of years there has been a steady increase in the appropriations to the Bureau of Public Welfare for purposes of relief. It is also true that there has been a very considerable increase in the private charitable funds contributed both for relief, for hospitals and for character building agencies during the last several years. For these reasons we believe that the citizens and the public officials of Montclair will do well, if, in addition to meeting the present problems, they take the long view in economic and social planning for this community in order that all racial groups and those dependent upon charity through unemployment, may be placed upon a stable self-supporting basis.

* * * * *

State of New Jersey
Department of Institutions & Agencies
Trenton

XIV

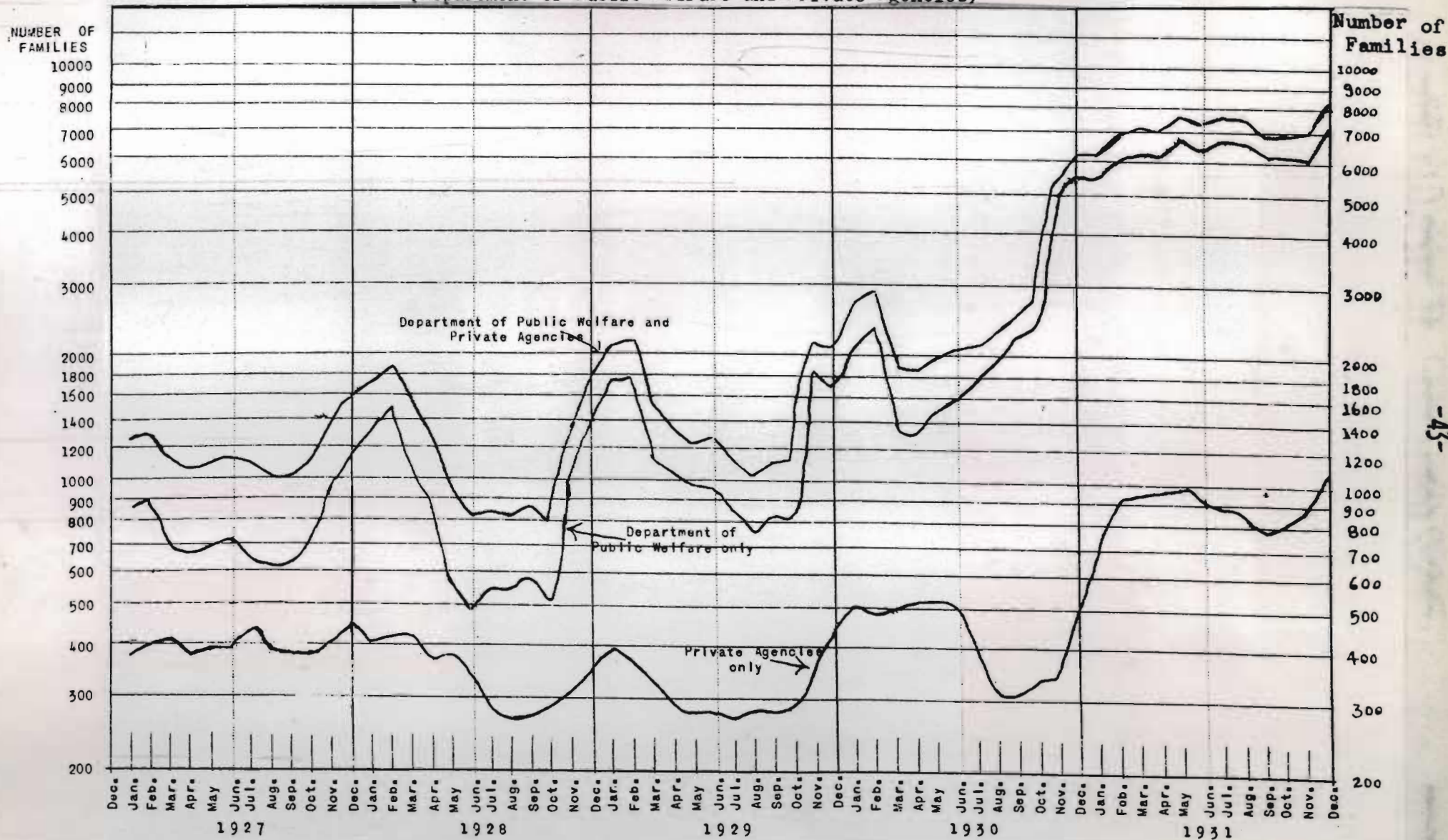


State of New Jersey
Department of Institutions and Agencies
Trenton
XV

FAMILIES RECEIVING DEPENDENCY RELIEF IN NEWARK

1927 - 1931

(Department of Public Welfare and Private Agencies)



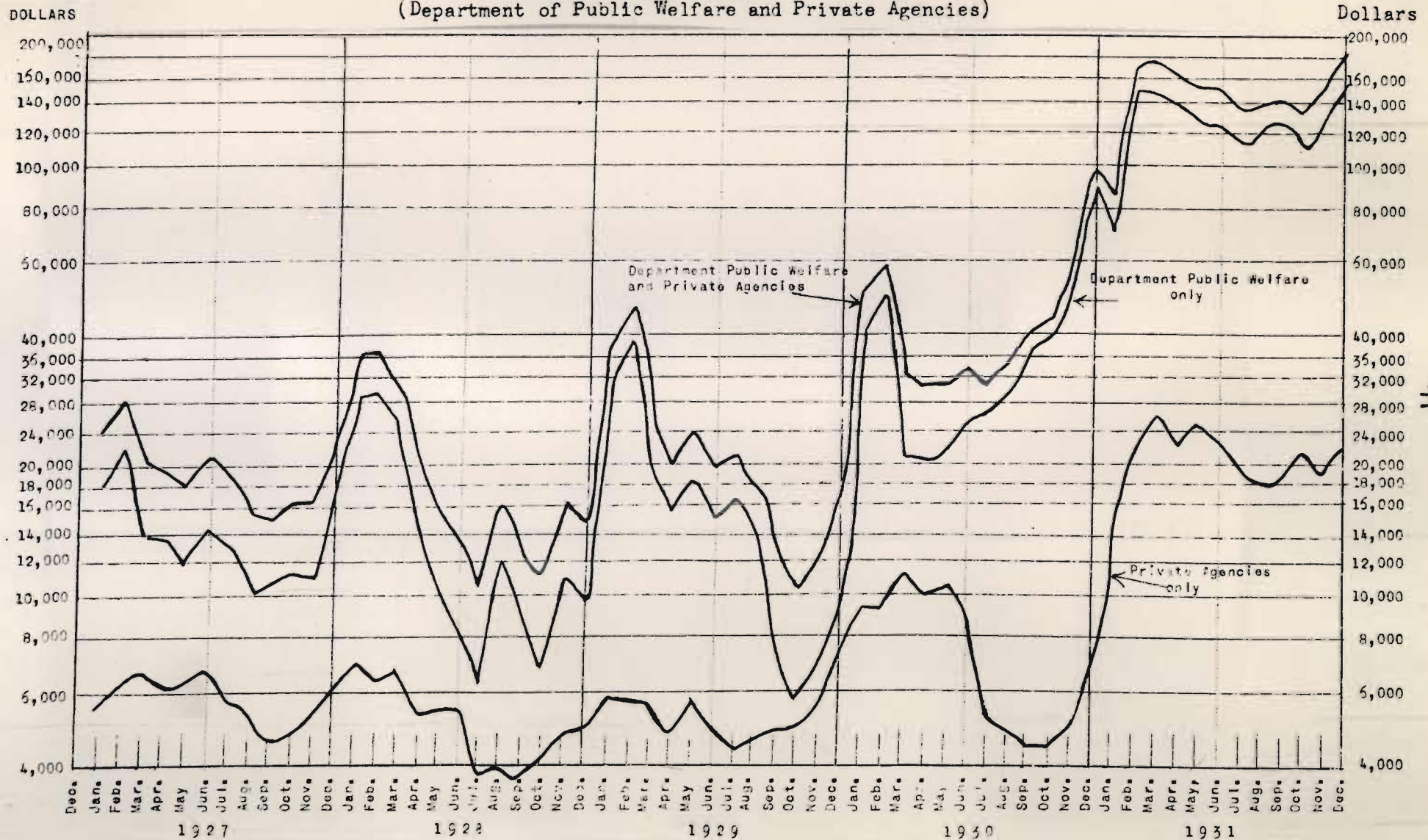
Source: Newark Department of Public Welfare

Relief figures do not include Widows' pensions or other state aid granted to Newark families. Figures for one private agency missing.

State of New Jersey
Department of Institutions and Agencies
Trenton
XVI

DEPENDENCY RELIEF EXPENDITURES IN NEWARK
1927 - 1931

(Department of Public Welfare and Private Agencies)



Source: Newark Department of Public Welfare

Relief figures do not include Widows' pensions or other state aid granted to Newark families. Figures for one private agency missing.

APPENDIX

We have included in the appendix various statements as to fact and opinion which it did not seem possible to include in the text of the survey report, and yet which it seemed desirable to have available to those who were readers of the text.

Percentage Distribution of Problems in care of The Bureau of Public Welfare Montclair

	<u>June 1931</u>	<u>June 1932</u>
Number of Families Under care	201	736
	<u>1931</u>	<u>1932</u>
Problems Presented	<u>Percentage</u>	<u>of Total</u>
Unemployment	40%	77%
Old Age	18%	9%
Sickness	13%	6%
State dependency	9%	2%
Insufficient income	10%	1%
Domestic relations	8%	4%
Dependent children	2%	1%
	100%	100%

* * * * *

PERSONNEL OF BUREAU OF PUBLIC WELFARE

(All salary statement on weekly basis)

DIRECTOR OF BUREAU. General administration of all activities.

Salary - (\$55.00)

Education - B. A. Columbia University 1915.
3 yrs. University of Wisconsin.
Special Institute Russell Sage Foundation.

Experience - 3 yrs. N.Y. Charity Organization Society -
Investigator and Supervisor
3 yrs. Industrial Welfare Work - Director
2 yrs. Amer. Red Cross - Czecho Slovakia Public
Health and Welfare - Director
9 mos. Welfare Life Insurance Co. - Publicity
6 mos. Poor Department - East Orange
Bureau Public Welfare May 1931.

INTERVIEWERS AND SUPERVISORS. Interviews all new applicants.
Supervises all field investigators,
visitors and volunteers.

1. Salary - (\$27.00)

Education - Graduate of Montclair High School
Rutgers Extension Course - Social Work

Experience - 5 yrs. business office
1 year Family Welfare Society
Bureau Public Welfare - October 6, 1930

2. Salary - (\$27.00)

Education -Private Schools - N.Y.C. and Paris
School of Philanthropy Philadelphia, Penna.

Experience - Settlement resident - Music School Settlement,
New York City
Settlement resident - College Settlement, Penna.
Case worker - Brooklyn Bureau Charities, Brooklyn
Organizer - Girls Protective League, Phila.
Hospital Social Worker - Bryn Mawr Hospital, Pa.
Affiliated with Main Line Fed. Church,
Bryn Mawr, Penna.
Camp Director - Social Ethical Culture, N.Y.C.

INVESTIGATORS. Make home investigations of all applicants as assigned through supervisors.

1. Salary - (\$20.00)

Education - 2nd year High School - Night school extension. courses.

Extensive course in Social Service Work -
Morgan College, Baltimore, Md.

Experience - Several years Social Service work in Church and
Community
Bureau Public Welfare, Montclair.

2. Salary - (\$20.00)

Education - Graduate Bay Ridge High School, Brooklyn, N.Y.
Rutgers Extension Course - Social Work

Experience - 4 yrs. N.Y. Times (Corresponding Secretary)
4 yrs. Northern Assurance Co. (Chief Policy
writer)
9 mos. Columbian Laundry Co. - Investigator
Bureau of Public Welfare, Montclair, Nov. 10, 1931

3. Salary - (\$30.00)

Education - Graduate Montclair High School
Graduate Williams College - B.A. Degree
N.Y.U. Extension Courses
Graduate student - N.Y. School of Social Work
Chicago Bond School of Halsey, Stuart & Co.

Experience - 9 mos. Essex County Probation Department
Bureau Public Welfare, Montclair - July 1932

4. Salary - (\$25.00)

Education - Graduate High School, Carlisle, Ky.
1 year College - Transylvania University, Ky.

Experience - 2 yrs. School Teacher
1 yr. Deputy Collector, Internal Revenue
3 yrs. financial secretary and case worker
2 yrs. financial secretary and settlement
resident, research staff, Harvard Uni-
versity, district agent, S.P.C.C.
Bureau of Public Welfare, Montclair

EMPLOYMENT DIVISION. Placement Clerks. In their respective divisions carry out administration of "work-for-relief" and other work assignments. Promotes job finding.

1. Salary - (\$22.00)

Education - Graduate Montclair High School
New York University - 3 yrs.
Rutgers Extension Course - Social work

Experience - Dept. Public Works - 7 months - Statistical clerk
Salesman - retail store - summers
Bureau of Public Welfare, Montclair - 13 mos.
Placement clerk.

2. Salary - (\$20.00)

Education - Graduate Montclair High School
Graduate 2 yr. course social work - Scudder school

Experience - Four months Bureau of Occupations
Bureau of Public Welfare - Dec. 1, 1931

OFFICE STAFF.

1. Salary - (\$10.00) Stenographer. Handles all bills and receiving records.

Education - Cathedral High School, N.Y.C.
Montclair Secretarial School - Graduate

Experience - Business office - 6 yrs.
Bureau of Public Welfare - 1 year

2. Salary - (\$15.00) Manager of office detail. Issues relief orders. Attends to record keeping and preparation of reports, state and local.

Education - Graduate Montclair High School
Montclair Secretarial School - Graduate

Experience - Bureau Public Welfare - November 10, 1931.

3. Salary - (\$20.00) Stenographer and file clerk.

Education - Graduate Montclair High School.

Experience - 1 yr. Bureau of Occupations
1928-30 Business Office
Bureau Public Welfare - March 1932.

4. Salary - (\$15.00) Telephone operator.

Education - Graduate Sacred Heart School - Bloomfield

Experience - Bookkeeper - 4 years
Bureau Public Welfare - December 1931.

5. Salary - (\$20.00) Reception clerk. Ascertains reason for application; directs them to proper agency or Bureau Division for service.

Education - Montclair Public Schools

Experience - Bookkeeper, Clerical work, office manager and salesman
Bureau Public Welfare

CLOTHING DEPARTMENT. (Salvage, etc.)

1. Salary - (\$20.00) Receives, rehabilitates and distributes clothing, furniture; distributes R.C. flour; manages shoe repairing.

Education - Montclair Public Grammar School
1 year Merchants and Bankers School, Newark

Experience - 5 yrs. Bookkeeper and Cashier - Borden's Milk Co.
5 yrs. Hyatt Roller Bearing Co., Harrison, N.J.
15 yrs. Cylinder feeder - Printer - Nevins Church Press, Bloomfield, N. J.
Bureau Public Welfare - December 1931.

2. Salary - (\$20.00) Truck driver. Collects clothing, furniture, etc. Delivers to families as directed. Moves families when dispossessed or other reason as ordered by Director.

Expenditures for Relief in Montclair

1925 - 1932

With an Analysis of the Classification of Expenditures

	1925	1926	1927	1928	1929	1930	1931	Jan.1 to Sept. 30 1932
Total Ex- penditures	\$13,369	\$17,381	\$21,772	\$26,227	\$33,448	\$50,678	\$89,353	\$136,293
Groceries and Milk	2,693	3,315	3,812	5,419	10,222	17,886	44,184	66,326
Clothing	18	56	155	225	301	685	981	1,080
Med. Care	223	262	511	305	414	863	2,024	1,751
Coal	584	717	770	1,291	1,918	2,989	4,210	10,797
Rent	3,708	5,927	6,833	8,551	11,318	12,568	16,605	30,338
All others	6,143	7,044	9,691	10,436	9,275	15,687	21,349	26,001

Per Cent

Total Ex- penditures	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Groceries and Milk	20.1	19.0	17.5	20.7	30.6	35.3	49.4	48.7
Clothing	0.1	0.3	0.7	0.8	0.9	1.4	1.1	0.7
Med. Care	1.7	1.5	2.4	1.2	1.2	1.7	2.3	1.3
Coal	4.4	4.2	3.5	4.9	5.7	5.9	4.7	7.6
Rent	27.8	34.5	31.4	32.6	33.8	24.8	18.6	22.1
All others	45.9	40.5	44.5	39.8	27.7	30.9	23.9	19.1

The percentage increase in the expenditure for groceries and milk is easily accounted for by the present nature of the relief demand that people shall not starve. The proportion expended for rent shows restraint. The "all other" item is an interesting contrast to earlier years of the Bureau's activity when nearly half the expenditures were not definitely classified.

Distribution of Total Relief Expenditures
in Specified New Jersey Communities
October 13, 1931 to July 1, 1932

Amount of Relief

Classi- fication	Mont- clair	Plain- field	Bloom- field	Kearny	Clif- ton	W. New York	Trenton
Wages	\$68,208	\$91,133	\$20,651	\$24,754	\$71,686	\$74,215	\$216,198
Food	42,944	33,129	43,720	62,696	41,562	59,152	228,105
Clothing	858	813	10	1,040	559	1,825	30,983
Fuel	10,965	5,468	6,915	6,065	7,410	3,594	29,385
Medical Aid	1,568	280	2,982	444	1,314	3,370	2,652
Rent	22,985	7,136	11,496	14,874	3,363	1,523	59,260
Miscellaneous	12,252	5,590	1,309	2,201	211	8,704	14,264
TOTAL	159,730	143,549	87,083	112,074	126,105	152,383	580,847

Total for
Sept. 1932 \$15,961 \$12,256 \$9,786 \$14,639 \$11,391 \$4,374 \$74,799

Persons re-
lieved Sept.
1932 3,112 4,245 1,440 3,673 2,594 2,681 12,207

Relief per
person per
week \$1.50 \$.73 \$1.70 \$1.04 \$1.07 \$.72 \$ 1.58

Per Cent of Total Relief Expenditures

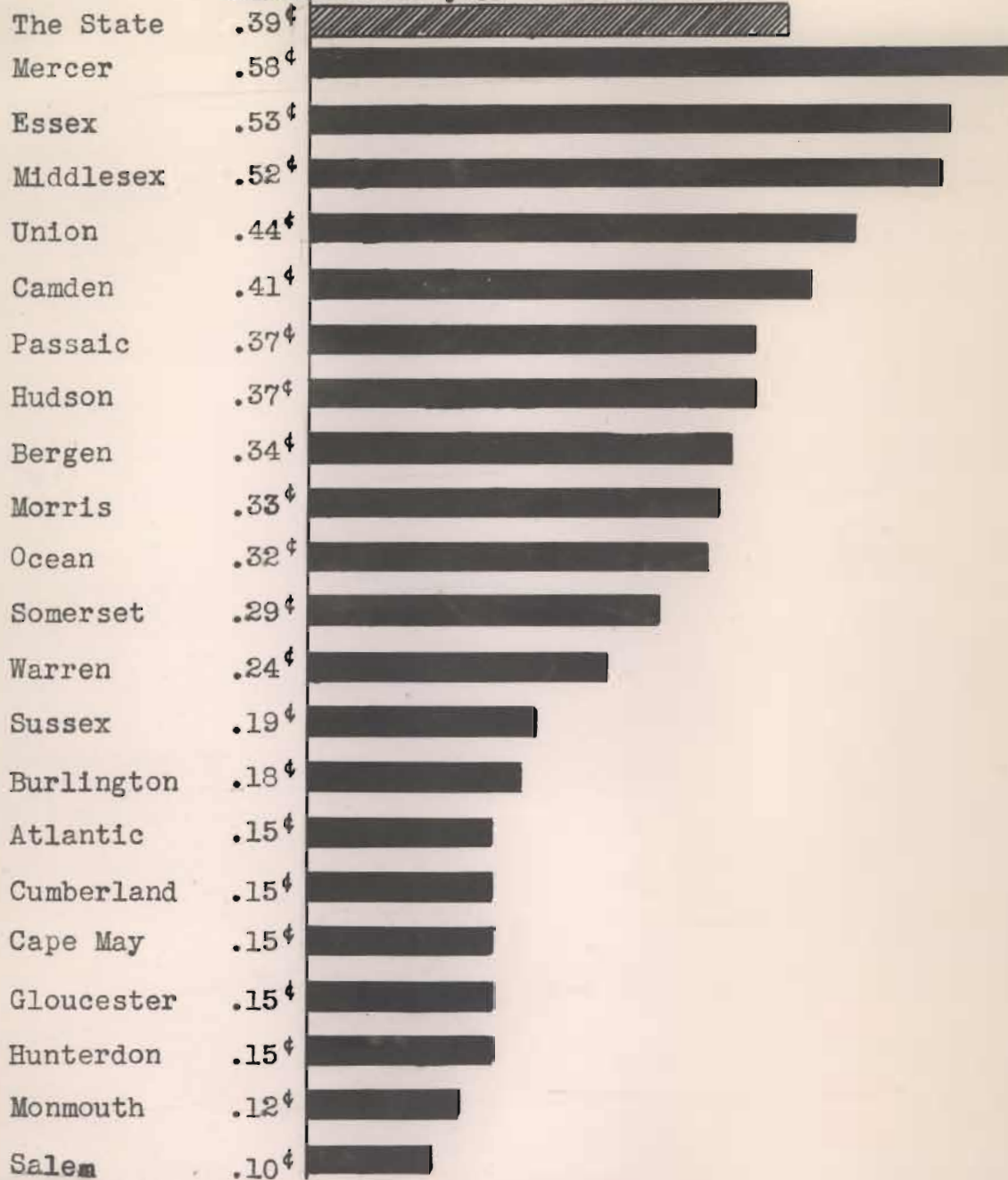
Wages	42.7	63.4	23.7	22.1	56.8	48.7	37.3
Food	26.8	23.1	50.2	55.9	33.0	38.8	39.3
Clothing	0.5	0.6	0.1	0.9	0.4	1.2	5.3
Fuel	6.9	3.8	7.9	5.4	5.9	2.4	5.1
Medical Aid	1.0	0.2	3.4	0.4	1.0	2.2	0.5
Rent	14.4	5.0	13.2	13.3	2.7	1.0	10.2
Miscellaneous	7.7	3.9	1.5	2.0	0.2	5.7	2.3
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0

These tables illustrate well the diversity as between communities in the expenditure of relief funds.

State of New Jersey
Department Institutions & Agencies
Trenton

AVERAGE MONTHLY COST OF RELIEF PER INHABITANT

PERIOD OCTOBER 13 1931 TO OCTOBER 1, 1932



SOURCE: EMERGENCY RELIEF ADMINISTRATION

FOOD

The administration of relief as it relates to food presents many problems as to selection and mode of distribution. Opinions expressed vary widely as to the best method of making sure that the food provided reaches the individual in need.

The considered opinion of the Director of Emergency Relief as found in his report to the Senate and General Assembly October 13, 1932, pages 16-18, we believe is absolutely sound and should serve as a guide to all those charged with the responsibility of providing food as relief.

The suggestion that economies might be effected in Montclair by the establishment of centralized distribution through commissaries, which was being urged upon the Welfare Bureau at the time of our visit, we believe unsound. To quote Mr. Barnard:

"It has been found as a matter of experience that the costs of the centralized distributions of food are at least equal to, if not greater than, those under the retail distribution plan by means of food orders; and that the opportunities for fraud and other difficulties, while less easy to discover are none the less present under the centralized plan of commissaries, warehouses, etc."

We wish to call attention to the recommendation embodied in the report of the Conference on Welfare Standards, held in Chicago, November 18-20, 1932, under the auspices of the American Public Welfare Association, the Public Administration Clearing House and the School of Social Service Administration of the University of Chicago.

This report raises the same question as to the alleged economies in the commissary type of food distribution and also makes note of the "excessive costs in human values" inherent in this mass plan of food handling.

The report also points out the need of some supplemental small cash allowance made necessary by the excessively long period during which families have been without cash with which to buy the small household necessities such as pins, needles, thread, toilet articles and similar items which are not included in "relief" budgets.

We would recommend that some consideration be given to solving this problem.

* * * * *

The question has been raised as to the proportion of the Community Chest budget allocated to relief purposes. Comparison of the figures of 1927 with 1932 will throw some light on the subject.

In looking at the figures, we believe we are correct in grouping the funds allocated to the Family Welfare Society and to health and sickness services under the general heading of "relief".

COMMUNITY CHEST BUDGET

Distribution in Relation to Relief

	<u>BUDGET</u> <u>1927</u>	<u>% OF</u> <u>TOTAL</u>		<u>BUDGET</u> <u>1932</u>	<u>% OF</u> <u>TOTAL</u>
Family Welfare Altruist Soc.	\$ 12,215	6.4	Family Welfare Society	\$ 16,872	7.9
Health Fresh Air & Convalescent Home	16,182		Fresh Air Con. Home	14,879	
Montclair Tubercu. Association	3,260		Community Hospital	10,000	
Mountainside Hospital	89,529		Mountainside Hospital	98,000	
			Bureau Publ Health Nursing	2,957	
	<u>\$108,971</u>	57.8%		<u>\$125,836</u>	59.5%
Other Activities	79,300			85,632	
TOTAL BUDGET	\$188,271			\$211,468	