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A COMPARATIVE STUDY OF AID TO DEPENDENT  
CHILDREN RECIPIENTS

by  
Theodore B. White

A Thesis Submitted to the Faculty of the School of  
Social Work of Loyola University in Partial  
Fullfillment of the Requirements for  
the Degree of Master of Social  
Work

June  
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## CHAPTER I

### INTRODUCTION

#### PURPOSE:

The primary purposes of this study is to determine what percentage of those children, who were recipients, of the Aid to Dependent Children's program in the Cook County Department of Welfare, departed from the family unit before they were ready to assume adult responsibilities. The study will focus on those children who have departed because they objected to the Children's Allowance as required by agency policy. A study was made to determine if some of the factors involved are breaking down family relationships and whether the present contribution plan in the Children's Allowance gives enough incentive for the young boy or girl to work and contribute to the support of the family.

#### SCOPE:

The study is limited to the review of two hundred cases of children between the ages of sixteen through eighteen years of age and contains an equal number who have worked full time and departed from the home and those presently working full time and remaining in the home, as of November 14, 1953. The writer is further limited to forty cases of which twenty cases consisted of children working full time and remaining at home and twenty cases of child-

ren working full time who have departed from home for various reasons.

Through the policy of the agency children through seventeen years of age must be attending school or working and contributing to the support of the family. However, this study includes a small percentage of children through eighteen years of age, but this does not significantly effect the validity of the study. As a further means of limiting the scope only active cases were selected, eliminating the COA cases which were relatively not accessible.

The total active caseload of Aid to Dependent Children was 12,613 cases receiving payment as of November 30, 1953.<sup>1</sup> This study represents 0.32 per cent of the total number of Aid to Dependent Children cases, and provides the basis for determining why some of these children departed from the home and others remained.

#### METHOD:

The statistical method of research was employed as the major means of gathering data, while pertinent individual case information was obtained and is included in subsequent chapters to further illustrate specific points of reference. To point up these specific factors in the study direct quotations of the child

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1 Cook County Department of Welfare, Analysis of Grants, November 30, 1953.

who objected to the Children's Allowance, will be taken from the case history and a study made to determine if these factors are instrumental in breaking down family relationships, causing the child to depart from home before he is able to assume adult responsibilities.

To further point up these specific factors in the study the median number was computed and both groups compared with each other and to the total population where sufficient information was obtainable.

There has existed for some time a question among some caseworkers and others who administer public assistance that the present contribution plan in the Children's Allowances fosters or tends to foster the breakdown of the family. From this developed a group project study which was comprised of five people.

It was the group's original intention to begin the study at the Northern District Office of the Cook County Department of Welfare and to proceed through as many district offices as possible within the time period assigned to gather data. The group examined all active Aid to Dependent Children cases at this office and listed those cases with children sixteen years of age or older for subsequent study. This, however, proved an inadequate method because of possible duplication of study cases, time consuming and general confusion of having access to active Aid to Dependent Children cases. A plan was then devised by the University to solicit the aid of district office caseworkers



whereby each caseworker would select from his or her caseload those cases which would probably be applicable to the study. Through the district office supervisor each caseworker was asked to list case name and number of Aid to Dependent Children recipients having children sixteen years of age or older in these categories; (1) those children sixteen years of age or older fully employed and residing at home, (2) those children sixteen years of age or older fully employed who departed from home for any reason at any time while the family was in receipt of Aid to Dependent Children, and (3) those cases which seemed to be doubtful and which might be included in the other two. This proved to be a more satisfactory method and therefore the group was able to complete the study of all district offices.

Recipients listed by the caseworker's three categories consisted of 9.51 per cent of the total number of active Aid to Dependent Children cases. These were reviewed and the recipients in this study group as of the same date consisted of 1.59 per cent of the total number. On the basis of available case information a schedule was constructed and used as the means of collecting objective factual data for presentation of the group study analysis. Material for the group study was also drawn from the Statistical Department records, official bulletin and available literature pertaining to the topic in general.

The study group is limited to the review of two hundred cases of which the writer is further limited to forty cases, of

which twenty cases consisted of children working full time and remaining at home, and twenty cases of cases of children working full time who have left home for various reasons.

HISTORY OF COOK COUNTY DEPARTMENT OF WELFARE:

The Cook County Department of Welfare, in which this study was made, carries on programs to aid dependent children, the needy aged, blind and disabled, the sick and injured, and others who need help. In Cook County, these programs are administered by the Department of Welfare through four divisions: The Public Assistance Division, the Institutional Service Division, the Court Service Division, and the Behavior Clinic of the Criminal Court.

The Cook County Department of Welfare was established in 1925. It was then known as the Bureau of Public Welfare. It combined in one organization the former County Relief Service, of County Agents' Office, and the social services that had been developed in the courts, as well as a Rural Public Health Nursing Service, the Cook County Hospital Service, the Oak Forest Service, and the County Physician Service.

Following the passage of the Federal Social Security Act in 1935 the Cook County Department of Welfare became the agent for the State of Illinois to administer Old Age Pension, Aid to Dependent Children, Blind Assistance programs in Cook County. At that time the responsibility for general assistance, as contrasted with assistance to the categories referred to above, was placed on

the thirty townships of Cook County and the City of Chicago. In 1951, the administration of Assistance to the Medically Indigent, a State program, was added to the Department's responsibility. The four Public Assistance program of the Federal Social Security Act, Old Age Pension, Aid to Dependent Children, Blind Assistance, and Disability Assistance are administered in the Cook County area by the Public Assistance Division of the Cook County Department of Welfare. The Cook County Department of Welfare. The Cook County Department acts as an agent for the Illinois Public Aid Commission; in one hundred and one counties in Illinois the public assistance programs are administered directly by the Commission. The Commission determines the policies, regulations, and methods of procedure for these programs in accordance with Illinois statutes under the provisions of the Federal Security Agency. All assistance grants are paid from State and Federal funds by the auditors office of the State of Illinois.<sup>2</sup>

The administration of the public assistance programs in Cook County is based on the fundamental principles defined in the Public Assistance Code in Illinois which states in Article I, Section I-I:

Assistance and service for persons who are unable to provide themselves with a minimum standard of living compatible with

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<sup>2</sup> Cook County Department of Welfare, Annual Message of William N. Erickson, 1952

decency and health is hereby declared to be a special matter of public concern and a necessity in promoting the public health and welfare. The principle aim in providing assistance and services shall be to aid those persons, who can be so helped, to become self-supporting; and to adopt such standards that those persons who cannot become self-supporting may have the opportunity to maintain a decent and helpful standard of living; the code further provides that; the maintenance of the family unit shall be a principle consideration in the administration of this code, and all public assistance policies shall be formulated and administered with the purpose of strengthening the family unit.<sup>5</sup>

In an endeavor to realize these aims in providing public health and welfare, one of the assistance programs established in Illinois from public funds is Aid To Dependent Children. Assistance is given needy children up to sixteen years of age, or up to eighteen if they are still in school, who have been deprived of parental care or support by reason of death, continued absence from the home or physical or mental incapacity of the parents, who live in their own home, or in the homes of close relatives, and who meet other eligibility requirements.

The focus is upon services rendered by the professional staff and functions through three main areas: Program Planning and Adaptative Service, Program Operations Section, and Business Operation with the consultants for each program. The Programs Operations Section is responsible for supervision of the consultants for the different services within the agency. The Business

Operations Section is responsible for claims and Investigations Services, and other general office business.

THE NATURE OF CHILDREN'S ALLOWANCE:

The amount of assistance needed by a dependent child is determined on the basis of the Commission's standard assistance budget after a complete study had been made of the income, resources, and necessary living expenses of the child and members of his family. The monthly assistance grant represents the deficit between necessary expenses computed in accordance with the standard assistance budget and all income, contributions, and resources available to the Aid to Dependent Children family. Aid to Dependent Children for living expenses, without medical care, is paid by check directly to the relative caring for the child except in unusual situations.

Medical care is provided when needed. Payment for medical services and supplies such as physicians services, hospital care, nursing care, drugs, dental, and eye care is given directly to the source of care.

Regular periodic investigations are made of the circumstances and need of Aid to Dependent Children families. Aid to Dependent Children grants are adjusted according to changes in the family income and expenses of the child and his family and changes in the Commissions Standards Assistance Budget. The relative caring for the child may at any time request a review of his needs, for the purpose of changing the amount of assistance.

The Commissions Standard Budget presently provides an allowance for working children (eligible or ineligible) to cover increased costs of clothing and personal incidentals occasioned by the fact that they are employed. Allowances for transportation and lunches also are included when necessary. For Cook County, this amounts to a total, for each working child, of \$16.95 per month for clothing and personal incidentals; or \$32.16 per month for clothing, personal incidentals, lunch, and transportation. These are maximum allowances and apply regardless of the individual's earnings at full time employment. This is in addition to the individual's regular standard allowances for food, clothing, personal incidentals, household supplies and equipment, and shelter which are always considered for him as a member of his family group.<sup>4</sup>

The combined allowances for the needs of the employed child (eligible or ineligible) are included in the needs of the other family members in setting up the family budget, and his earnings are then deducted (along with any other family income) from the total of the family's budget needs. This means that all of the employed child's earnings over the amount needed to cover the standard allowances for his own needs are applied toward meeting the needs of other family members. For the child who is in-

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<sup>4</sup> Illinois Public Aid Commission, Budgeting of Ineligible Children in Aid to Dependent Children Families, Exhibit I, 1954.

eligible for Aid to Dependent Children, it is not possible, to include allowances for his food, clothing and personal incidentals in the family's grant when his total earnings are insufficient to cover his own needs.

As recently as February, 1954, the present policy has been changed to a more liberal policy which allows the working child to retain a greater percentage of his earnings. The plan is based on the exemption of the first twenty-five dollars of the employed child's "take home pay" and of 20 per cent of the remainder of that pay in determining the family's need for public assistance and the amount of the Aid to Dependent Children grant.

Since the employed child remains a member of the family group, his share of the common expenses (rent, fuel, etc.) and the cost of his food, regular clothing, and personal incidentals remains as before. He must meet these out of his nonexempted earnings, and any excess of earnings would then be applied as his contribution towards the needs of the other family members.

The following chapters provide a discussion of those individual factors which affect the child, his leaving home or remaining home and the agency relationship. And whether the present policy that requires the working child to contribute all of his earnings is in harmony with the general underlying purposes of the Aid to Dependent Children's program, which are to maintain family solidarity and promote the development of children into responsible citizens.

## CHAPTER II

### DESCRIPTION OF THE STUDY GROUP

In this chapter will be presented a discussion of the following face sheet and case history identifying data: number of schedules, age of grantee, relationship to homemaker, race, religious affiliation, housing arrangement, number of natural and half brothers and sisters under eighteen not fully employed, and the number of people in the home.

The study group consists of forty cases of children between the ages of sixteen through eighteen who are active case recipients of Aid to Dependent Children as of November 14, 1953. This represents 0.32 per cent of the 12, 613 active Aid to Dependent Children cases in Cook County.<sup>1</sup> Since the study consists of two groups, hereafter, those children who have remained home will be designated as Group A and those who have departed will be designated as Group B.

#### AGE OF GRANTEE:

The Chicago Community Inventory Survey, indicated that the median age of the heads of all families living in Chicago in

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1 Cook County Department of Welfare, Analysis of Grants, November 30, 1953.



1950 was 43.3 years.<sup>2</sup> The study group's distribution was based on the grantee's age as of November 30, 1953. The median age of the study group grantee was 43.1 years with 22.5 per cent of the grantees falling within the 43rd year. There is no significant difference between the two groups, which indicates an almost equal distribution for Group A and a tendency for Group B to fall below forty-four years of age. The median age of Group B was 42.1 years with no grantee over fifty-nine years of age. Table I shows the age distribution for the grantees of the two groups.

TABLE I  
AGE DISTRIBUTION OF GRANTEE

Age	Group A	Group B	Total
33 years or less	1		1
33 to 36	1	2	3
36 to 39	4	6	10
39 to 42		4	4
42 to 45	3	1	4
45 to 48	2	1	3
48 to 51	4	2	6
51 to 54	3	1	4
54 to 57	1	2	3
57 to 60		1	1
60 years or over	1		1
Total	20	20	40

<sup>2</sup> University of Chicago, Chicago Community Inventory, January 11, 1950, Ccs-No. 7, Chicago, 1950.

HOMEMAKER-CHILD RELATIONSHIP:

In 60 per cent of the total cases there existed a homemaker-son relationship while 35 per cent consisted of a homemaker-daughter relationship. Out of the study group only one had a homemaker-grandson relationship and one had a homemaker-nephew relationship and these fell within Group A. The largest number in Group A was a homemaker-son relationship and comprised 60 per cent of this group which corresponded exactly with Group B. Table II shows the variation of the study group.

TABLE II

## HOMEMAKER-CHILD RELATIONSHIP

Relationship	Group A	Group B	Total
Son	12	12	24
Daughter	6	8	14
Grandson	1		1
Nephew	1		1
Total	20	20	40

RACE:

The study showed that thirty-four of the cases were Negro children, which represented 85 per cent of the total study group. The remaining six children consisted of three white children, one Mexican, and two whose racial origin was not recorded. Ninety per cent of Group A were Negro children, 5 per cent white children, and one was not recorded. This corresponded fairly equal with Group B which was 80 per cent Negro, 10 per cent white

one Mexican child, and one not recorded. Table III shows the racial distribution of both groups.

TABLE III  
RACE DISTRIBUTION

Race	Group A	Group B	Total
Negro	18	16	34
White	1	2	3
Mexican		1	1
Not recorded	1	1	2
Total	20	20	40

RELIGIOUS AFFILIATION:

In 67.5 per cent of the total cases the religious affiliation was given as Protestant, while 2.5 per cent of the cases were of Catholic faith. The largest number in Group A were Protestant and comprised 65 per cent of this group, as compared to Group B which consisted of 70 per cent Protestant and 5 per cent Catholic. Thirty per cent of the total cases were either not asked at the time of application or did not fee it of importance to volunteer the information as their affiliation is not shown in the case record. This was fairly equally distributed between the two groups with seven falling in Group A and five in Group B. Table IV shows the religious affiliation and distribution among both study groups.

TABLE IV  
RELIGIOUS AFFILIATION

Religion	Group A	Group B	Total
Protestant	13	14	27
Catholic		1	1
Unknown	7	5	12
Total	20	20	40

HOUSING ARRANGEMENT:

Although information was readily available on the type of home in the total study group, 55 per cent out of the total cases did not list the number of bedrooms in the home. This was equally true of both study groups and because of this it does not lend itself to any significant comparison. Forty-five per cent of Group B had one or two bedrooms which represented nine out of this study group and 15 per cent of Group A had three bedrooms which represented three out of this study group.

The Chicago Community Survey indicated that 40.1 per cent of the total population occupied a two to four room housing unit.<sup>3</sup> This study group indicated that 50 per cent of the total study group occupied a two to four room housing unit, 35 per cent

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<sup>3</sup> University of Chicago, Chicago Community Inventory, 1950, Table 10, Chicago 1953.

occupied an apartment house with five rooms or more, 5 per cent occupied single unit dwellings, one family lived in a public housing project, and three were not recorded. This fairly equals Group A and Group B which were 45 per cent and 35 per cent respectively. Both groups had 35 per cent occupying apartment houses, while Group A had two families occupying single unit dwellings and Group B had one family living in a housing project. Table V shows the housing arrangements of both groups.

TABLE V  
HOUSING ARRANGEMENT

Type of home	Group A	Group B	Total
Single unit	2		2
2-4 unit	9	11	20
Apartment house 5 or more	7	7	14
Housing project		1	1
Not recorded	2	1	3
Total	20	20	40

NUMBER OF NATURAL BROTHERS AND SISTERS:

The median number of natural brothers and sisters under eighteen not fully employed, of employed child of the total case study was 2.88 children. Group A, the group that remained in the home, had a median number of three children compared to Group B, the group that departed, which had a median number of 2.7 children. It is interesting to note that 17.5 per cent of both study groups

did not have any natural brothers or sisters under eighteen not fully employed and five per cent of both study groups were not recorded. Table VI shows the natural brother and sister distribution of both groups.

TABLE VI  
NATURAL BROTHER AND SISTER DISTRIBUTION

Number of natural brothers and sisters	Group A	Group B	Total
0	3	4	7
1	1	3	4
2	5	3	8
3	3	2	5
4	4	2	6
5	2	3	5
6	1	2	3
Not recorded	1	1	2
Total	20	20	40

NUMBER OF HALF BROTHERS AND SISTERS:

The median number of half brothers and sisters, under eighteen not fully employed, of the employed child of the total case study was 1.04 children. Group A had a median number of 0.75 children compared to Group B which had a median number of 1.50. The study indicated a significant difference between the two study groups with Group B having exactly twice as many as Group A. Sixty-five per cent of Group A did not have any half brothers or

sisters and 40 per cent of Group B did not have any.

TABLE VII  
HALF BROTHER AND SISTER DISTRIBUTION

Half brothers and sisters	Group A	Group B	Total
0	13	8	21
1	3	2	5
2		3	3
3	1	1	2
4	1	4	5
5	1	1	2
6		1	1
Not recorded	1		1
Total	20	20	40

NUMBER OF FULLY EMPLOYED CHILDREN:

Fifty-two and a half per cent of the total study cases had one child employed full time remaining in the home. Group A had sixteen cases with one child remaining at home, which represented 80 per cent of their group and Group B had five cases with one child remaining which represented 25 per cent of their group. One case in Group A had no children remaining at home, two cases had two children remaining, and one case was not recorded. Group B had four cases with no children remaining at home and eleven cases were not recorded. Fifty-two and a half per cent of the total group had one employed child who departed from home. Group A

had five cases with one child departed from home, which represented 25 per cent of this group and Group B had sixteen cases with one child departed, which represented 80 per cent of this group. There seems to be a significant difference here because this is just the exact opposite of those remaining in both groups as noted above. Group A had six cases with no children departed, one case with two children departed, and eight cases were not recorded. Group B had no cases with no children departed, one case with two children departed, and three cases were not recorded. Table VIII shows the number of fully employed children in both study groups.

TABLE VIII  
NUMBER OF FULLY EMPLOYED CHILDREN

Study Group	Remained Home	Departed	Total
Group A	20	20	40
0	<u>1</u>	<u>6</u>	<u>7</u>
1	16	5	21
2	2	1	3
Not re- corded	1	8	9
Group B	20	20	40
0	<u>4</u>	<u>4</u>	<u>4</u>
1	5	16	21
2		1	1
Not re- corded	11	3	14

#### HOUSEHOLD DISTRIBUTIONS:

The median number of people in the home for the total study was 5.98 people. The Chicago Community Inventory Survey indicated the median number of people in the regular household in



1950 was 3.18 persons.<sup>4</sup> The case records indicated that many relatives, friends, and employed members of the household not eligible for grants were all living in the same household. Group A had the highest number of people in the household. The median number was 6.17 persons which represented 40 per cent of this group. The median number of Group B was 5.8, which represented 30 per cent of this group. Table IX shows the household distribution of both groups.

TABLE IX  
HOUSEHOLD DISTRIBUTION

Number of people	Group A	Group B	Total
3 to 4	3	6	9
5 to 6	8	6	14
7 to 8	6	7	13
9 to 10	1		1
11 to 12			
13 to 14	1	1	1
Not recorded	1	1	1

SUMMARY:

Six families of Group A, the group that remained in the

<sup>4</sup> University of Chicago, Chicago Community Inventory, 1950, Table I, Chicago, 1953.

home, had two children working full time compared to Group B, the group that departed from the home, which did not have more than one. The study indicated that both groups compared favorable with the total population in relation to age of grantees. However, there does not seem to be a significant difference between the two groups. The median age of Group A was 44.5 years and seemed to be equally distributed with one grantee age sixty-five. The median age of Group B was 42.1 years with no grantee over fifty-nine years of age and a tendency for this group to fall below forty-five years of age. Both groups indicated a majority of homemaker-son relationships.

The study indicated that there was no significant difference between the two groups in relation to race and religious affiliation. Eighty-five per cent of both groups were Negro children, Group A had one White child and Group B had two White children and one Mexican child. The majority of cases in both groups were Protestants with one case in Group B Catholic and 30 per cent of the total case study not recorded.

Fifty-five per cent of the total study did not list the number of bedrooms in the home. This was equally true for both groups and does not lend itself to any significant comparison. Fifty per cent of the total group occupied a two to four room housing unit which is 10 per cent higher than the total population of Chicago.

The median number of natural brothers and sisters of the

total study was 2.88 children. The study indicated little difference here with Group A having three children and Group B having 2.7 children. Seventeen and one-half per cent of both groups did not have any natural brothers or sisters under eighteen not fully employed. The median number of half brothers and sisters of the total study was 1.04 children. The study indicated a significant difference between both groups with Group B having exactly twice as many as Group A. Group B had a median number of 1.50 half brothers and sisters and Group A had a median number of 0.75.

Fifty-two and a half per cent of the total study cases had one child employed full time remaining in the home. The study indicated the same percentage in those that departed from home. Group A had sixteen cases with one child remaining home, which represented 80 per cent of this group and Group B had five cases which represented 25 per cent of this group. There seems to be a significant difference here because this is just the exact opposite of both groups where one child departed from home.

The median number of people in the home for the total study was 5.98 people. This was considerably higher than the total population in Chicago which is 3.18. Group A had a higher median number of 6.17 persons in the home compared to Group B which had 5.8 persons.

## CHAPTER III .

### THE CLIENT-AGENCY RELATIONSHIP

As a means of further understanding the client study group, this chapter presents an analysis of the clients' relationship to the Cook County Department of Welfare. Such facts as the age, education, reason for application, length of full time employment, the amount contributed to the family by both groups, and whether the Children's Allowance Plan was discussed with the child will be discussed in this chapter to determine if there are any differences between the groups and why the children in Group B departed from home before they were ready to assume an adult role in society.

Any type of relationship other than one on the most superficial level produces either a positive or a negative reaction within the personality of the individual. Therefore, to understand both study groups and why one group chooses to remain at home and the other to depart, examination of the type and degree of relationship must be understood. All of the client's expressed feelings toward himself and the agency are not recorded in the case histories, yet it is felt that a sufficiently reliable indication has been obtained to warrant examination within this area.

#### AGE DISTRIBUTION:

The study revealed that the median age of the two groups

was 18.19 years, which represented 42.5 per cent of the total group. The median age of Group A, the group that remained in the home, was 18.38 years which represented 50 per cent of this group. No child of Group A was under the age of seventeen or over the age of nineteen and 10 per cent gave their age as seventeen. In comparison, Group B, the group that departed from home, the median age was found to be 17.86 years which represented 35 per cent of this group. Five per cent of Group B were age sixteen and 5 per cent were age twenty-five. Thirty-five per cent of this study group gave their age as seventeen, 35 per cent age eighteen, and 20 per cent gave their age as nineteen. Table X shows the age distribution of both groups.

TABLE X  
AGE DISTRIBUTION

Age	Group A	Group B	Total
16		1	1
17	2	7	9
18	10	7	17
19	8	4	12
25		1	1
Total	20	20	40

EDUCATION:

Due to the high percentage of cases in which the educational attainment data was not recorded, a sufficiently valid median year could not be obtained.

Within Group A 15 per cent completed high school, 10 per cent completed the eighth grade, 45 per cent completed some high school, and 10 per cent never completed elementary school. Two cases in Group A were in ungraded classes, one completed the second year in college, the highest grade achieved in either group, and one case was not recorded. Twenty-five per cent of Group B completed the eighth grade, 50 per cent completed some high school and 25 per cent of the cases were not recorded. Table XI shows the school years completed for both study groups.

TABLE XI  
SCHOOL YEARS COMPLETED

Years completed	Group A	Group B	Total
No school years completed			
Ungraded	2		2
Elementary school			
1 to 4 years	1		1
5 to 6 years	1		1
7 to 8 years	2 <sup>a</sup>	5 <sup>c</sup>	7
High school			
1 to 3 years	9 <sup>b</sup>	10 <sup>d</sup>	19
4 years	3		3
College			
1 to 3 years	1		1
4 years			
Not recorded	1	5	6
Total	20	20	40

a. Includes one in grade school.

b. Includes three in continuation school.

c. Includes one who continued in vocational school.

d. One continued in trade school.

REASON FOR APPLICATION:

The study revealed that 42.5 per cent of the total study group applied for assistance because the father deserted the family. In 27.5 per cent of the cases the father was deceased and in 17.5 per cent of the cases the father was listed as incapacitated. No significant difference exist between either group, although Group A does contain one case where both parents are deceased, one case where the head of the family was an unmarried mother and the father deserted. Table XII shows the reasons at time of application for need of assistance.

TABLE XII

REASON AT TIME OF APPLICATION FOR NEED  
OF ASSISTANCE

Reason	Group A	Group B	Total
Father deserted	8 <sup>a</sup>	9	17
Father deceased	5 <sup>b</sup>	6	11
Father incapacitated	4	3	7
Parents separated	2	1	3
Parents Divorced	1	1	2
Total	20	20	40

a Includes one deceased mother and one unmarried mother.

b Includes one deceased mother.

LENGTH OF TIME ON ASSISTANCE ROLLS:

The study indicated that 7.5 per cent of the total group study have been receiving continuous assistance for one year or less. Seventeen and one-half per cent have received assistance from two to four years, 15 per cent from four to six years, 17.5

per cent from six to eight years, 15 per cent from eight to ten years, and 27.5 per cent have been in continuous receipt of assistance for over ten years.

Because of the long span of time in which these families have been in a dependent status there appears to be a fairly clear indication that the problems involved are of a chronic nature, which may be a factor in determining whether the child remains or departs from home. There is some difference in the length of time on public assistance for both study groups: however, this difference is relatively a minor one in relation to the total group. Both groups had 40 per cent of the cases receiving continuous assistance for one year or less up to six years and six months and 60 per cent of both groups have received assistance from six years and six months to over ten years. Table XIII shows the length of time on assistance rolls prior to November 30, 1953.



TABLE XIII  
 LENGTH OF TIME ON ASSISTANCE ROLLS  
 PRIOR TO NOVEMBER 30, 1953

Years	Group A	Group B	Total
1 year or less	1	2	3
1 to 2			
2 to 3	5	1	6
3 to 4		1	1
4 to 5	1	1	2
5 to 6	1	3	4
6 to 7	1	2	3
7 to 8	2	2	4
8 to 9	1	1	2
9 to 10	2	2	4
10 years and over	6	5	11
Total	20	20	40

LENGTH OF FULL TIME EMPLOYED:

The study indicated that the average length of full time employment was 10.7 months for Group A. The length of full time employment ranged from one month to thirty-six months. Sixty per cent of the group was below the average of 10.7 while 35 per cent exceeded this average and 5 per cent was not recorded. This is the group that remained in the home and as indicated earlier in this chapter, it is also the group with the median age of 18.38 years, which is higher than Group B and which might suggest a more

stable employment record because this group is older. Another consideration is the number of half brothers and sisters discussed in Chapter II that indicated Group A had half as many as Group B which may be a factor in why this group remained at home because it would seem that Group A had a more satisfying home situation which may lead to more permanence in employment.

#### EARNINGS PER MONTH:

The study indicated that the average earnings per month of Group A was \$139.61. The earnings of this group ranged from sixty-five dollars to \$216.66 per month. Forty-five per cent of the group fell below the average of \$139.61, 50 per cent exceeded this average and 5 per cent was not recorded.

#### AMOUNT OF EARNINGS CONTRIBUTED TO FAMILY:

The study indicated that 30 per cent of the cases in Group A contributed all of their earnings for the support of the family. Thirty per cent contributed from 8 per cent to 45.7 per cent of their earnings and 40 per cent contributed, but the case histories do not indicate the amount. The amounts contributed for this group ranged from eight dollars, which represented 8 per cent of one child's earnings, to one hundred and seventy-two dollars, which represented 100 per cent of another child's earnings. The average amount contributed was \$93.23 which represented 60 per cent of the group. This average was less than the average received by all the Aid to Dependent Children's cases in Cook

County which was \$134.50 on November 30, 1953.<sup>1</sup>

Within Group B, the group that departed from home, the average amount contributed for the support of the family was \$54.68. This shows a decrease of 41.35 per cent under the average amount contributed for the support of the family by Group A. Fifteen per cent of Group B contributed 100 per cent of their earnings and 30 per cent contributed part of their earnings which ranged from eight dollars plus shoes and clothes for the children to fifty-five dollars per month. Table XIV shows the amount contributed by both groups to the support of the family.

TABLE XIV  
MONTHLY CONTRIBUTION BY BOTH GROUPS

Amount contributed	Group A	Group B	Total
Contributed total earnings	6	4	10
Contributed half or more		1	1
Contributed less than half	6	4 <sup>a</sup>	10
Contributed, but amount not recorded	8	8	16
Did not contribute		3	3
Total	20	20	40

<sup>a</sup> Includes one who contributed shoes and clothes for children of the family

<sup>1</sup> Cook County Department of Welfare, Analysis of Grants, November, 1953.

CHILDREN'S ALLOWANCES DISCUSSED WITH CHILD:

The Children's Allowance in the Aid to Dependent Children's program was discussed with the child in 87.5 per cent of the cases. In 7.5 per cent of the cases the Children's Allowance was not discussed with the child and in 5 per cent of the cases this information was not recorded. The plan was discussed in 80 per cent of the cases in Group A, in 10 per cent it was not discussed and in 10 per cent the information was not recorded. The plan was discussed with 95 per cent of the children in Group B, while in 5 per cent the plan was not discussed with the child. No significant differences appear between the two groups. In both groups the plan was discussed with the child by either the caseworker or the homemaker in 87.5 per cent of the cases. Table XV summarizes the above information.

TABLE XV

## CHILDREN'S ALLOWANCE DISCUSSED WITH CHILD

Plan discussed	Group A	Group B	Total
Total	20	20	40
Yes	16	19	35
No	2	1	3
Not recorded	2		2
By whom	20	20	40
Worker	5	8	13
Homemaker	1	1	2
Both	10	10	20
Not recorded	4	1	5

SUMMARY:

The study indicated a small difference in the median

ages of the two groups. Group A's median age was 18.38 years compared to Group B which was 17.86 years of age.

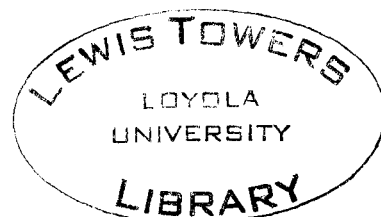
The case histories lacked sufficient data on educational attainment for making any valid comparison between the two groups. Forty-five per cent of Group A completed some high school and 15 per cent of Group A graduated high school compared to Group B where 50 per cent completed some high school with no case in this group graduating and 25 per cent of the cases not recorded.

In 42.5 per cent of the total cases the father deserted the family. In 27.5 per cent of the cases the father was deceased and 17.5 per cent of the fathers were incapacitated. The study indicated a difference between the two groups, with Group B having 10 per cent more fathers deserted or deceased than Group A. However, Group A indicated 5 per cent more fathers incapacitated and twice as many with parents separated and both groups had the same number of divorced parents. It is interesting to note that only seven fathers out of the total study were in the home. Group A had four fathers in the home compared to Group B which had three.

No difference was shown between the two groups in the length of time on assistance rolls. Both groups had 60 per cent receiving assistance from six years and six months to over ten years which would seem to indicate problems of a chronic nature. Considerations which might explain this are the large number of fathers out of the home and the large number of people in the home as discussed in Chapter II.

The average length of full time employment for Group A was 10.7 months, which indicates a rather stable employment record in view of the child's age and training. This group's average earnings per month was \$139.61 and ranged from sixty-five dollars to \$216.66 per month. However, the study showed that 30 per cent of this group contributed all their earnings to the support of the family compared to 15 per cent for Group B. The average amount contributed by Group A was \$93.23, which represents a great difference from Group B, whose contributions averaged \$54.68 and showed a decrease of 41.35 per cent under the average contribution made by Group A.

The Children's Allowance plan was discussed with the child in 87.5 per cent of the total cases by either the caseworker or the homemaker and no significant differences exist between the two groups.



## CHAPTER IV

### CONTRIBUTION AND OBJECTION FACTORS

This chapter will deal only with Group B, the children who departed from home: their ages and earnings, the length of time contributed, whether contributing as legal responsible relatives, and their attitudes toward the Children's Allowance as seen in the quotations of the children who objected to the plan.

#### AGE AT TIME OF DEPARTURE:

The average age of the child at the time of departure from home was 17.2 years. Twenty per cent of Group B departed from home at the age of sixteen, forty per cent departed at age seventeen and 40 per cent departed from home at age eighteen. Due to the early departure from home this may explain why no child in this group completed high school as discussed in Chapter III.

#### EARNINGS AT TIME OF DEPARTURE:

The average monthly earnings of Group B was \$137.39. The earnings of this group ranged from forty-two dollars per month to \$235.00 per month and shows a decrease of 0.3 per cent under the average monthly earnings of Group A. Seventy per cent of Group B earned over one hundred dollars per month, 20 per cent under one hundred dollars and in 10 per cent this information was not recorded. Those cases where the children earned less than one hundred dollars per month may be explained by the brief time they

worked before they departed from home..

LENGTH OF TIME CONTRIBUTED BEFORE DEPARTURE:

The study indicated that 15 per cent of Group B contributed to the support of their family for less than one month. Thirty per cent contributed from one month to three months, 15 per cent from three to five months, 10 per cent from five to seven months and 10 per cent from seven to nine months. It is significant to note that 70 per cent of this group contributed to the support of their families for six months or less and 10 per cent of the study group contributed for twelve months while in two cases this information was not given.

CONTRIBUTED NOW AS A LEGAL RESPONSIBLE RELATIVE:

Seventy-five per cent of Group B was not contributing as legally responsible relatives. Two cases in the group indicated that they were contributing between ten and fifteen dollars as legally responsible relatives, one case was contributing between thirty-five and forty dollars and two cases indicated that they were receiving Soldiers' Dependency Allowances from sons in the service. A consideration that may explain this is the average amount earned and contributed by this group as discussed in Chapter II, because it would seem that the departed children would need all their earnings to remain out of the home.

REASONS STATED FOR DEPARTURE FROM FAMILY:

The study indicated that 50 per cent of Group B objected to the Children's Allowances and departed from the family. Within



the group that objected, one son moved into the home of relatives, another son entered the military service, and one daughter married. Fifteen per cent of the group moved into the home of relatives and in 5 per cent this information was not recorded. Table XVI shows reasons for departure from the family.

TABLE XVI  
REASONS FOR DEPARTURE FROM FAMILY  
GROUP B

<u>Reason</u>	<u>Number</u>
Objected to Children's Allowance . . . . .	10*
Moved in with relatives . . . . .	3
Military service . . . . .	1
Marriage . . . . .	1
Pressure of own debts. . . . .	1
Fight with step father . . . . .	1
Unwed mother . . . . .	1
Does not like neighborhood . . . . .	1
Not recorded . . . . .	1

\* One son entered military service, another son moved in with relatives and one daughter married.

NUMBER AND REASONS FOR OBJECTION:

Fifty per cent of Group B objected to the Children's Allowance in its present form. There existed in 70 per cent of the cases that objected to the Children's Allowance a homemaker-

son relationship and in 30 per cent of the cases there existed a homemaker-daughter relationship. The objectives to the Children's Allowance seems to fall into four general areas; (1) the child's own physical and emotional needs, (2) the family relationship, (3) the physical environment, and (4) dependency.

1. The child's own physical and emotional needs

Five children gave this reason, a girl and four boys, all of whom had a son or daughter relationship to grantee. The girl said, "I need more money for clothes and recreation." It is significant to note that the case history indicated that this girl contributed ten dollars a week for the support of the family out of a total of \$117.00 monthly earnings. She was eighteen years of age and had completed the tenth grade, which is slightly above the average grade attained by the total study group. Two of the boys departed at age sixteen and two at age eighteen. One of the sixteen year old boys stated, "I do not want to depend on any agency for help," and his mother encouraged this. The case history of this boy, the only white member of the group that objected, indicated a monthly earning of \$187.20, but does not state the amount he contributed for support of the family. The other sixteen year old boy said, "I don't want to be bothered by any agency." His monthly earnings were \$136.50 with no contribution made and he worked full time for less than one month before departure from home. One of the eighteen year old boys stated, "I only have enough for my own needs," The case history indicated that this

boy worked full time for four months, but did not contribute, although the case history does not indicated the monthly amount earned. The other eighteen year old boy said, "For many years I had nothing and now that I have something I won't give it up." The boy's mother supported him in this attitude and the case history indicated that this boy's monthly earnings were \$211.00. It is interesting to note that this boy worked only one month before departure from home and the case history does not indicate the amount contributed for support to the family.

## 2. Family relationships

Three children raised problems in this area, two boys and a girl. Both of these boys departed at seventeen years of age and one stated, "I'm not responsible for the care of my nephew and niece." The case history does not indicate the amount this boy contributed, bit it does indicate that he worked for three months before departure and his monthly earnings were from \$200.00 to \$250.00. It is interesting to note that this boy later enlisted in the army and is now contributing ninety-one dollars a month for the support of the family. The other seventeen year old boy stated, "My father has never contributed the way that he should and is not contributing now. Why should I?" The record indicated that this boy contributed all of his earnings which were a monthly average of \$187.00 and that he contributed for a period of two months before he departed from home. The daughter, whose reason for departure fell in this general area, worked less than one

month and the case history does not indicate the amount earned or the amount contributed. The daughter stated, "I never did think it was my responsibility to support the family and I refuse to do so."

### 3. Physical environment

This was the case of a boy who stated, "I'm disgusted with living conditions at home and the neighborhood and our present conditions." The case history indicated that this boy worked for eight months before he departed at the age of seventeen, and that he had a monthly average income of \$125.00, from which he contributed forty-three dollars a month for the support of the family. He later enlisted in the army and presently contributes ninety-one dollars per month for the support of the family. It is significant to note that this case came from one of the districts where housing is predominantly sub-standard and another consideration is that the family has been receiving assistance for over ten years.

### 4. Dependency

This was the case of a girl who said, "I won't contribute because I'm not receiving assistance." Prior to departure from home at age eighteen, she worked for a period of twelve months and contributed between forty and sixty dollars from a monthly average income of ninety-one dollars.

### SUMMARY:

The average age at the time of departure from home by Group B was 17.2 years. Sixty per cent of the group departed by

the time they were seventeen years of age and this may partially explain why no child in this group graduated from high school.

No significant difference in average earnings was shown between the two groups. Group B's average earnings were \$137.39 compared to Group A's which were \$139.61. Seventy per cent of Group B earned over one hundred dollars, but only 15 per cent contributed all of their earnings to the support of the family.

Seventy per cent of Group B contributed to the support of the family for six months or less and 10 per cent contributed for a period of greater than one year. Only five children in this group were continuing to contribute after departure, their contributions ranged from ten dollars to forty dollars and two of the cases indicated that they were receiving Soldier's Dependency Allowances from sons in the service.

Fifty per cent of Group B objected to the Children's Allowances and gave this as their reason for departure from the home. Within this group one son moved into the home of relatives, another son entered the military service, and one daughter married. The remainder of Group B departed for various reasons as indicated earlier in this chapter. The case histories indicated that some of these also implied objections to the contribution plan but gave other reasons for departure. There existed in 70 per cent of the cases that objected to the Children's Allowances a son-homemaker relationship and in the remainder a daughter-homemaker relationship.

The nature of the children's verbalized objections seemed to fall into four general areas: (1) the child's own physical and emotional needs, (2) the family relationships, (3) the physical environment, and (4) dependency. Eighty per cent of the objections fall within the first two general areas which may indicate that the present contribution plan does not adequately meet the child's emotional and physical needs or strengthen relationships within the family.

## CHAPTER V

### SUMMARY AND CONCLUSION

The primary purpose of this study has been to determine why children in Group B have departed from home before they were ready to assume adult responsibilities; and whether the Children's Allowance plan gives children the incentive to work and support their families and finally whether the plan strengthens the family unit.

The conclusions relating to the principle questions of this thesis are the differences and similarities between the two groups and the verbalized reasons for departure of Group B.

Significant differences were also indicated in the number of half brothers and sisters with Group B having exactly twice as many as Group A. Group B had a median number of 1.50 half brothers and sisters compared to Group A which had 0.75. Sixty-five per cent of Group A did not have any half brothers and sisters, and 40 per cent of Group B did not have any.

Eighty per cent of Group A had one child employed full time remaining in the home compared to Group B which has 25 per cent remaining in the home. In comparison to the number of fully employed children who have departed Group A had 25 per cent and Group B had 80 per cent.

The study indicated differences existed in the household

distribution of both groups. Group A had a median number of 6.17 persons in the home which represented 40 per cent of this group and Group B had a median number of 5.8 persons which represented 30 per cent of this group. Both of these groups had almost twice the number of persons in the home as compared to the total population of Chicago, which was 3.18 persons in 1950.

Seventy per cent of Group B contributed to the support of the family for six months or less before departure, which was considerably less than the length of employment for Group A which had an average of 10.7 months.

The average amount of earnings contributed by Group B was \$54.68 compared to Group A which had an average contribution of \$93.23. This shows a decrease of 41.35 per cent under the average contribution of Group A. The study further indicated that 30 per cent of Group A contributed all of their earnings to the support of the family compared to 15 per cent for Group B.

The study indicated that there were more similarities between the two groups than differences. In some instances the differences were too small for any significant comparison and in others the lack of data prevented making any valid comparison.

The Chicago Community Inventory, indicated that the median age of the heads of all families living in Chicago in 1950, was 43.3 years. Both groups seemed to compare favorably with this and the median age of Group A was 44.5 years compared to Group B



which was 42.1 years. Group A had almost an equal distribution with one grantee age sixty-three. Group B had a tendency to fall below this median age and had one grantee age fifty-nine.

Sixty per cent of both groups indicated a son-homemaker relationship. Group A had six cases where a daughter-homemaker relationship existed compared to Group B which had eight cases of a daughter-homemaker relationship. Only one had a nephew relationship to the homemaker and one a grandson relationship and both of these fell within Group A. Both groups indicated a high percentage of Negro children, with Group A having 90 per cent compared to Group B which had 80 per cent Negro. No differences were indicated in the religious affiliation of either group although the study did indicate that Group A was 65 per cent Protestant compared to Group B which was 70 per cent Protestant with one case of Catholic faith. In 30 per cent of the total cases the religious affiliation was not given and this was fairly equally distributed between the two groups, with seven falling in Group A and five in Group B.

Fifty-five per cent of the total cases did not list the number of bedrooms in the home and because of this it does not lend itself to any valid comparison. The Chicago Community Survey, indicated that 40.1 per cent of the total population occupied a two to four room housing unit. Both groups exceeded this with Group A having 45 per cent occupying a two to four room

housing unit and Group B having 55 per cent.

The average age of Group A was 18.38 years which showed no significant difference from Group B, which had an average age of 17.86 years. However, the study does seem to indicate that Group A has a slightly higher school attainment than Group B, with Group A having three children who graduated from high school compared to Group B which had none. Group B had five cases where the school attainment was not recorded compared to Group A which had one and this lack of data made a significant comparison not feasible.

Forty per cent of Group A indicated the desertion of the father as their reason for application and no significant difference exists between either group as 45 per cent of Group B gave the identical reason. This was equally true for both groups in regard to an incapacitated or deceased father.

There seems to be some difference in the length of time on public assistance rolls for both groups however, this difference seems to be a minor one in relation to the total study. Both groups had 40 per cent of the cases receiving continuous assistance for one year or less up to six years and six months and 60 per cent of both groups have received assistance from six years and six months to over ten years. This would seem to indicate that the problems are of a chronic nature and may be a factor in determining whether the child remains or departs from

home.

Group A's average earnings of \$139.61 showed no significant difference from Group B's which was \$137.39. The earnings of Group A ranged from sixty-five dollars to \$216.66 per month and the earnings of Group B ranged from forty-two to \$235.00 per month.

The Children's Allowance was discussed with the child in 87.5 per cent of the total cases by either the caseworker or the homemaker and no significant differences exist between the two groups.

The study indicated that 50 per cent of Group B objected to the Children's Allowances in its present form and gave this as their reason for departure from the family. Seventy per cent of the children who objected had a son-homemaker relationship and the remainder a daughter-homemaker relationship.

Their verbalized objections for departure fell into four general areas: (1) the child's own physical and emotional needs, (2) the family relationship, (3) the physical environment, and (4) dependency. Eighty per cent of the group's objections fell within the first two general areas, 10 per cent in the third area, and 10 in the area of dependency which would seem to indicate that the present contribution plan does not adequately meet the child's physical and emotional needs or strengthen relationships within the family.

In conclusion the study indicated that the present policy is not achieving in practice what it promises on paper, namely provisions for eligible children to maintain a decent standard of living prescribed by state policy. The case histories of both groups described hardships in which the children did not have enough food, clothing or decent housing is seen particularly in Group B from their reasons for departure. It seems to have resulted in the great lack of contributions made to the family and in many cases the amount was not even known. These facts alone, the failure to contribute the amount expected or in most cases anything near the amount would seem to be enough to warrant a change to a more liberal policy.

The case histories also indicated that in ten of the cases in Group B the objections to the present contribution plan was the direct cause of their departure from home. Numerous other cases implied their objections and also departed and where family relationships are tenuous at best it may be the final push that leads to the departure of the child. This would seem a large enough number to raise a question about the desirability of the present plan and whether the plan promotes family solidarity. Many case histories indicated friction between the child and his family and the agency over the amount of contribution and this may easily contribute to the breakdown of family relationships.

Another question raised in Chapter I was the child's

incentive to work under the present plan. This is rather difficult to answer because so few in either group contributed the amount planned. It would seem that the child did gain by increased earnings because he didn't contribute and a few cases in the study were continuing to attend vocational or trade school. However, many expressed a desire to further their education or training but did not see how they could afford it.

It seems impossible to determine with any exactness how the present policy has affected the need for independence that is normal for this age group. The majority of both groups did contribute all or part of their earnings to the support of the family and it seems that in most cases the children had the satisfaction of some control over their earnings. However, there is the question of whether they found this control sufficient as many objected to the agency checking their earnings and telling them what to do with it.

As 80 per cent of Group B objected to the plan and their objections fell into the area of their physical and emotional needs it raises a question of whether the amount budgeted for personal needs is adequate. Whether these children were making excessive demands is another question but certainly it was not adequate for what these children thought was important.

Therefore, it seems from the data obtained that the present policy has an unfavorable effect on family relationships

and on the welfare of the working child; and seems to indicate that the present policy is not in harmony with the over-all aim of the Aid to Dependent Children's program and that a more liberal policy is indicated, which would allow the child to make the necessary satisfactory adjustments, as the need to do so presents itself.

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## **SCHEDULE**

### **I. CASE INFORMATION**

- A. Researcher: \_\_\_\_\_
- B. District Office: \_\_\_\_\_
1. Lower North
2. Midwest
3. Northern
4. South Central
5. Southern
6. Western
- C. Case number: \_\_\_\_\_
- D. Number of schedules: \_\_\_\_\_

### **II. THE HOME**

- E. Birthdate of grantee: \_\_\_\_\_
- F. Relationship of employed child to homemaker: \_\_\_\_\_