Inter-Agency Service: Its Function as Related to one Hundred Recipients Who Are Non-Residents of Illinois Requesting Service During June Through November 1952

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INTER-AGENCY SERVICE: ITS FUNCTION AS RELATED TO ONE HUNDRED RECIPIENTS WHO ARE NON-RESIDENTS OF ILLINOIS REQUESTING SERVICE DURING JUNE THROUGH NOVEMBER 1952

by

Earline P. Woods

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

June

1953
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CHAPTER I

INTRODUCTION

PURPOSE

The purpose of this study is to answer the following four general questions relating to the non-resident of Illinois; who are the non-residents as determined by such characteristics as race, age, sex, marital status, employment history, health and history of dependency; what are the areas of emigration; what are the motivations for migrating; and what are the services given.

Specifically, the purpose is two-fold; to learn what services were given this selected group of non-residents of Illinois recipients and to correlate the characteristics of the non-resident of Illinois recipients to the services given.

Provision for the care of the indigent non-resident has changed appreciably over the centuries since the Elizabethan Poor Laws of 1601. In contrast to those laws which were restrictive and punitive not only to the indigent individual but to that hapless person who chose to bring such an individual into the community are those in current practice which provide financial assistance and service. These modern laws vary from state to state relative to eligibility and services but do illustrate the changing concept of care for these people.
The non-resident is a small segment of the total population; however, he can have a great effect on a community, socially and economically. Studies have been undertaken, and doubtlessly more will be undertaken, on the Federal and State levels and also through private sponsorship in order that an evaluation of these people and their needs may be made in relationship to a community and recommendations offered as to meeting needs in a manner most productive.

This study is in the nature of an exploratory consideration through which a general picture may be obtained of the non-resident who has been obliged to seek assistance from the City of Chicago Department of Welfare-Inter-Agency Service. A correlation of the services received to the characteristics of the non-resident will be attempted.

SCOPE

The data for this study are derived from one hundred closed and rejected cases known to the Inter-Agency Service, hereafter identified as IAS, during the period June through November, 1952.

The Public Assistance Code of Illinois, directives emanating from the Commissioner of Welfare's office clarifying enabling legislation, census material for the period 1930-1940, 1940-1950, and literature relating to migration were also consulted.
METHOD

The statistical method was employed in the procedure of this study. A schedule was formulated and several cases were sampled to determine whether the necessary data were being obtained. The one hundred cases were then selected at random, using every fifth case from five hundred and eighty-two cases for the period June through November, 1952. This period was selected for the accessibility of agency records. A complete card file is maintained of cases known to the department for a period of six months preceding the current month. Because this project was being undertaken the file for the June through November period was kept intact until the necessary cases were selected and pulled from the closed and rejected files.

THE CITY OF CHICAGO DEPARTMENT OF WELFARE AND THE INTER-AGENCY SERVICE

Chicago is a governmental unit charged by the Public Assistance Code of Illinois to provide general assistance for both the needy resident and non-resident persons. The Welfare Department administers the program. IAS was established by the Welfare Department to serve the non-resident segment of this indigent population. This study is concerned with those individuals who do not have residence in the State. These persons may be given temporary assistance providing (1) they can demonstrate
that they established themselves in the community, have good rea-
son for remaining in the community and that grave hardship exists;
or (2) that they have residence in another state and they wish to
return.

Current interpretation of this law excludes from service those persons having residence elsewhere but who refuse to
return and unattached employable males.

In addition, IAS (1) gives service to the non-Chicago
resident who apparently has residence for assistance purposes in
another Illinois governmental unit; (2) receives and acts upon
notices and requests from officials of other Illinois governmen-
tal units relative to support and return of persons living in
their communities who may be eligible for assistance from the
City of Chicago; (3) requests for authorization from other states
for the return of persons who may be eligible for assistance from
the City of Chicago; and (4) make economic, social and residence
investigations when requested relative to families or individuals
known to other Illinois governmental units or cooperating agen-
cies in other cities.

For assistance purposes, the non-resident of Illinois
may be defined as the non-transient who has indicated his intent
to establish residence in Illinois but has not satisfied the du-
rational requirements of continuous twelve-months residence.1

1 Data from the Illinois Public Assistance Code, Offi-
cial Memoranda dated 10-6-41, Subj: IAS, Policies and Procedures,
PLAN OF PRESENTATION

In Chapter II will be presented data relating to the lapse of time between arrival in Chicago and application for service from IAS, the nature of the request for service and the service given; in Chapter III, significant characteristics of the non-resident will be correlated to the services given. Chapter IV will contain a summary of the findings and conclusions.

CHAPTER II

CATEGORIES OF SERVICE

In this chapter will be presented information relative to: (1) the amount of time which elapsed between the arrival in Chicago and the application for service; (2) the service requested; and (3) the service given.

The lapse of time between arrival and application can further add to the understanding of the group. A short time lapse might indicate lack of planning for the migration, an insufficient awareness of the complexity of life in a large city, and consequently a broader approach to casework help on the part of the agency than financial assistance alone. Table I presents the time-lapse data.

TABLE I
TIME LAPSE

<table>
<thead>
<tr>
<th>Cases</th>
<th>Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>100</td>
</tr>
<tr>
<td>53</td>
<td>0 - 30</td>
</tr>
<tr>
<td>13</td>
<td>31 - 90</td>
</tr>
<tr>
<td>12</td>
<td>91 - 180</td>
</tr>
<tr>
<td>18</td>
<td>181 - Indefinite</td>
</tr>
<tr>
<td>4</td>
<td>Unknown</td>
</tr>
</tbody>
</table>
Although one hundred cases were selected for this study, the individual concerned in the study is that person in whose name the Application for Assistance is made or the family head.

That 53 per cent of this group required service within thirty days of arrival points up the tentativeness of their arrangements for living in the community and the caseworker's awareness of the need for extensive exploration as to the thinking that went into the move initially and the planning for the present.

REQUESTS

The requests can be grouped in two categories: (1) Requests for aid in transportation. These applicants did not intend to remain in the Chicago area. (2) Requests for financial assistance, primarily for food and shelter. Some of these intended to remain in Chicago.

There were forty-eight requests for transportation; forty-one cases requested actual fare in order to return to places of departure; five cases needed assistance for gas and oil, cost of car repairs, etc., which would ultimately lead to departure for "home" also. One recipient's request was somewhat confused but upon further exploration service was given resulting in transporting the individual to place of legal residence. Finally, one request was made for transportation to place of employment.

Fifty-two requested assistance primarily for food and shelter. Of these, forty noted various reasons for needing
assistance, viz., pending employment (7); illness or injury preventing employment (5); pregnancy preventing employment (3); pending first pay (2); care of children preventing employment (2); loss of job (1); supplementation of wages or insufficient funds (3); spouse hospitalized (4); spouse deserted (3); spouse jailed (2); pending receipt of help from spouse (1); relatives could not continue support (2); loss of funds through robbery (2); pending receipt of RRB (1); no employment or resources (1); and establish self in Chicago (1).

This investigation and enumeration of requests logically established four comprehensive categories of service: Interpretation Only; Financial Assistance and Services; Interpretation Service and/or Referral; and Referral and Correspondence Services. These categories of service will be described. This description is by no means exhaustive but will provide a frame of reference for general understanding.

Since need is basic to the program administered by IAS, each instance is considered in the light of need and other qualifying factors of eligibility as interpreted by the stated functional policy of IAS. Consequently, at this level, cases categorized as Interpretation Only are those which upon having policy interpreted fail to accept IAS service or are those deemed ineligible by the Code.

1 In one instance plans for the children's care were disrupted by a landlord who no longer permitted the children to
Three bases were given for failure to accept INI services, namely, withdrawal of application, refusal to return to place of residence, and preference for making own plans. Ineligibility was established on the basis of employability (in the case of males), possession of funds and/or other resources, tangible or intangible.

Comprehensive exploration of requests for assistance necessitate the use of medical examination and resource services which are complementary and are used to determine employability as well as tangible or intangible resources. In the event the request cannot be met, the caseworker functions both to make the client actively aware of, and also to refer him to, available domiciliaries, employment agencies and other community resources so that a plan of care may be realized while self-sufficiency is attempted.

Rapport is actively maintained by the agency with all existing agencies within the community. Wide use of the other agencies transcends the legal function of the agency and extends its social responsibility infinitely. This has been considered a scheme typical of the second category, viz., that of Interpretation, Service and/or Referral.

The third category, Correspondence and Referral, is distinguished from the second in that the referrals are made on
an essentially permanent basis as opposed to the relatively temporary nature of referrals to domiciliaries, etc. If exploration in this instance indicates a problem of a nature that is considered in the realm of the voluntary agency’s function, a referral is initiated. Correspondence has resolved the problems in many instances.

Instances considered in the fourth category occur when eligibility has been established in accordance with the Code. Financial assistance and all services within the Chicago Department of Welfare which resolve the problem are utilized. Residence investigations are emphasized with the end view of returning the non-resident to his place of legal settlement. The data is as meaningful to the understanding and planning in those other situations where the non-resident elects to remain in Chicago.

TABLE II
SERVICES

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>100</td>
</tr>
<tr>
<td>Interpretation Only</td>
<td>44</td>
</tr>
<tr>
<td>Financial Assistance and Service</td>
<td>32</td>
</tr>
<tr>
<td>Interpretation and/or Service and/or Referral</td>
<td>15</td>
</tr>
<tr>
<td>Referral and/or Correspondence</td>
<td>9</td>
</tr>
</tbody>
</table>
Services were given the requests as noted in Table II. Although one-third of the non-residents received Financial Assistance and Service, the services received by the other two-thirds were as tangible and pertinent to the need presented.

**SUMMARY**

(1) Fifty-three per cent of the study group were in Chicago less than a month prior to applying to IAS for service; about eighteen per cent had been in Chicago three months or more.

(2) Forty-eight per cent requested aid in transportation while the remainder requested temporary financial assistance for maintenance within the city.

(3) Direct financial assistance was given to 32 per cent of the applicants, while the remainder received other casework help, such as interpretation, referral, and correspondence service. The nature of the latter types of services was described in the body of the chapter.

In the following chapter, these four types of services rendered will be correlated with significantly relevant social characteristics.
CHAPTER III

CORRELATION OF CHARACTERISTICS
OF NON-RESIDENTS TO SERVICES

The preceding chapter has established the four categories of services which were received by the non-resident in response to his request. Pertinent characteristics of the non-resident, namely, race, sex, age, marital status, number of children, motivation for migrating, area of emigration, health, employment, and dependency history will be correlated to these services to determine the significance of each, if any, to the service given.

TABLE III - RACES

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Non-white</th>
<th>White</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interpretation</td>
<td>100</td>
<td>46</td>
<td>34</td>
<td>20</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>44</td>
<td>19</td>
<td>12</td>
<td>13</td>
</tr>
<tr>
<td>Interpretation, Service,</td>
<td>32</td>
<td>13</td>
<td>16</td>
<td>3</td>
</tr>
<tr>
<td>Referral</td>
<td>15</td>
<td>8</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>6</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

a The classification for race is that used by the Census Bureau. The Non-white group includes the Negro and Indian (Other Non-white persons were not among the migrants studied here); the White included the Gipsy and Jew; and Other included those persons whose race was not identified, the Sudanese, Puerto Rican and Virgin Islander who were classified by nationality.
COMMENTS

(1) Since the proportion of Negroes to the total population is one to ten and the population of the Negro migrant is four to ten, it would seem that the Negro moves at a disproportionate rate.

(2) According to the 1940-1950 census, the migrant population for the United States is 12 per cent of the total population. The White migrant is 92 per cent of that figure, while the Non-white is 8 per cent. The study group of this thesis has a Non-white population of 46 per cent, therefore, it would seem from this small sample that five and one-half times as many Non-white migrants come to Chicago as the national average.

(3) The high incidence of Negro migration into Chicago as demonstrated in this study appears validated by the material compiled by the Research Department, Welfare Council of Metropolitan Chicago in January, 1952. It also shows 97 per cent of the Non-white migrants into Chicago during the decade 1940-50 were Negro.

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>64</td>
<td>36</td>
</tr>
<tr>
<td>Interpretation Only</td>
<td>44</td>
<td>29</td>
<td>15</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>20</td>
<td>12</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>13</td>
<td>2</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>2</td>
<td>7</td>
</tr>
</tbody>
</table>
COMMENTS

(1) Sixty-four per cent of the group studied is male, almost a two to one ratio of males to females.

(2) In the Non-white group there is almost an equal number of males (26) and females (20). In the White group, the proportion is twenty-four males to ten females; in the "Other" group there are fourteen males to six females. Of the thirty-six females, approximately 50 per cent are Negro.

TABLE V - AGE

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Number</th>
<th>16-26</th>
<th>26-35</th>
<th>36-45</th>
<th>46-55</th>
<th>56-65</th>
<th>66-75</th>
<th>76-85</th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL</td>
<td>100</td>
<td>22</td>
<td>34</td>
<td>19</td>
<td>15</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Interpretation</td>
<td>44</td>
<td>5</td>
<td>19</td>
<td>11</td>
<td>8</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>10</td>
<td>8</td>
<td>6</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>5</td>
<td>4</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

COMMENTS

(1) There is an overall concentration of the cases in the sixteen to fifty-five age group or 90 per cent of the total. Possibly more significant is the fact that 56 per cent of the cases are concentrated in the sixteen to thirty-five age group.

(2) The average age of this group is 35.1 as against the median age of 32.7 of the Illinois population (1940-50 census).
(3) Only 6 per cent of the non-residents were over sixty-five; 56 per cent were thirty-five or under; 75 per cent were under forty-five; however, the age of the migrant is somewhat above that of the average population in Illinois.

(4) Almost one-half of the youngest age group (sixteen to twenty-five) received Financial Assistance.

(5) Approximately one-half of both the middle-aged groups (twenty-six to thirty-five; thirty-six to forty-five) received Interpretation only.

(6) Referral and Correspondence service was given to only the two youngest groups.

**TABLE VI - MARITAL STATUS**

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Number</th>
<th>Married Couple</th>
<th>Single</th>
<th>Widowed</th>
<th>Divorce</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>15</td>
<td>25</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>Interpretation</td>
<td>44</td>
<td>9</td>
<td>14</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>6</td>
<td>8</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Separated</th>
<th>Deserted</th>
<th>Unmarried Mother</th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>31</td>
<td>6</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>12</td>
<td>3</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>7</td>
<td>2</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>9</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>0</td>
<td>3</td>
<td>0</td>
</tr>
</tbody>
</table>
In fifteen cases the migrants were married couples, in twenty-five they were single, nine widowed, six unmarried mothers, while in forty-three cases there was marital breakup due to divorce, separation or desertion.

Marital instability figures conspicuously as a characteristic of the non-resident in this study. It appears that 52 per cent of these people are not living with spouse for reasons of spouse's death or other separation (divorce, desertion.) Eleven per cent of the nation's total population over fourteen years of age are separated from spouse because of death or divorce. It would appear that there are approximately five times as many separated persons migrating as the national average.

(2) The separated persons account for nine of the fifteen cases receiving Interpretation, Service, and/or Referral.

(3) There appears to be an even spread within Financial Assistance of persons of each status.

(4) The single and separated persons account for more than one-half of Interpretation only service.

(5) The married couples received two services, Interpretation and Financial Assistance. This group accounted for 15 per cent of the services given.
### TABLE VII - CHILDREN

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Number Cases</th>
<th>Non-white Cases</th>
<th>White Cases</th>
<th>Others Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>77</td>
<td>46</td>
<td>47</td>
</tr>
<tr>
<td>Interpretation</td>
<td>16</td>
<td>53</td>
<td>9</td>
<td>33</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>9</td>
<td>20</td>
<td>5</td>
<td>13</td>
</tr>
<tr>
<td>Interpretation, Service</td>
<td>23</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>Service, Referral</td>
<td>15</td>
<td>0</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

a Within each category, the number above the line represents families with children; the number below, families without children.

**COMMENTS**

1. Seventy-three per cent of the non-resident population migrate without children; however, the 27 per cent migrating have seventy-seven children. The children increase this non-resident adult population of 115 persons to 192 persons or by 60 per cent.

2. The Non-white migrates with 61 per cent of the children, the White migrates with 18 per cent and Others migrate with 21 per cent.

3. Significantly, Interpretation service was received by sixteen cases having fifty-three children; Financial Assistance received by nine cases having twenty children. Referral and
Correspondence Service was received by two cases having four children.

**TABLE VIII - MOTIVATION**

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Economic Distress</th>
<th>Personal Distress</th>
<th>Distress Absent</th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>52</td>
<td>12</td>
<td>10</td>
<td>26</td>
</tr>
<tr>
<td>Interpretation</td>
<td>44</td>
<td>22</td>
<td>4</td>
<td>7</td>
<td>11</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>19</td>
<td>5</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>9</td>
<td>0</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>2</td>
<td>3</td>
<td>0</td>
<td>4</td>
</tr>
</tbody>
</table>

a Motivation is categorized for functional purposes: economic distress includes those persons who migrated to seek employment, rejoin spouse, settlement, apply "relief"; Personal Distress includes illness, marital trouble, familial conflict, etc.; and Distress Absent includes, find relative, visit friends, attend G. I. school, to be with relatives, look for son, came with friends, see town, etc.

**COMMENTS**

(1) Fifty-two per cent migrate for reasons of economic distress.

(2) Of the 52 per cent, 19 per cent received Financial Assistance, while 22 per cent received Interpretation. Five of the twelve cases of Personal Distress received Financial Assistance.

The discrepancy between requests presented and services received illustrates casework as an enabling process whereby the
individual was helped to meet his needs within own resources.

TABLE IX – AREAS OF EMIGRATION

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Miss. Valley</th>
<th>Eastern Coastline</th>
<th>Midwest Area</th>
<th>Mo. Valley</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>20</td>
<td>19</td>
<td>15</td>
<td>16</td>
</tr>
<tr>
<td>Interpretation</td>
<td>44</td>
<td>11</td>
<td>9</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>5</td>
<td>7</td>
<td>5</td>
<td>5</td>
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<tr>
<td>Interpretation, Service, Referral</td>
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<td>2</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

This classification was set up by the writer. These areas include the following states (those starred are states from which the non-residents of this study came); “Other” includes Puerto Rico, the Virgin Islands, and those persons who are not identified with any state:

(1) The Mississippi Valley has approximately 6.35 per cent of the total population of the United States, however, 20 per cent of the study group migrated from that area.

The Missouri Valley has 6.17 per cent of the population and 16 per cent of the study group migrated from that area.

(2) Both are primarily rural areas which may account considerably for this emigration. The Non-white group migrates from these two areas in greater proportion to the other groups, and especially so from the Mississippi Valley area.

(3) The Eastern Coastline has 33 per cent of the population but only 4 per cent migrated to Chicago. Doubtless, these emigration figures are influenced by the distances involved. And too, no doubt, within the Eastern Coastline states, an industrial area, there is intra-migration rather than extensive inter-migration to another industrial area.

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Transient</th>
<th>Prolonged</th>
<th>Permanent</th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>27</td>
<td>7</td>
<td>16</td>
<td>44</td>
</tr>
<tr>
<td>Interpretation</td>
<td>44</td>
<td>6</td>
<td>2</td>
<td>9</td>
<td>23</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
<td>32</td>
<td>13</td>
<td>3</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
<td>9</td>
<td>4</td>
<td>0</td>
<td>1</td>
<td>3</td>
</tr>
</tbody>
</table>

* The categories noted in this table relate the com-
COMMENTS

(1) Seventy-one per cent of the non-resident population is essentially able-bodied (this includes forty-four cases having average health and the twenty-seven having "Transient" illness.)

(2) About one-half of the "Transient" group received Financial Assistance.

(3) Of the forty-four cases of persons having average health, one half (twenty-three) received Interpretation service and about one fourth (ten) received Financial Assistance.

(4) Interpretation was given to nine of the sixteen Permanently Disabled persons while only five received Financial Assistance.

plaints made by the non-resident persons to their response to medication and/or convalescence. Hence, those complaints considered "Transient," (pneumonia, pregnancy, ear infection, ulcer, hernia, cellulitis, obesity, stomach, broken hand, and sciatic nerve) present a clinical picture to which response to medication and care would be fairly rapid with an early return to employability; "Prolonged Transiency" (tuberculosis, neurosis, alcoholism, diabetes and hypertension) and "Permanent" (cardiac, spinal, blind, arthritis, limited mentality, epilepsy, senility, and congenital crippling) respond to return to employability in descending order. Medication of increasing intensity and extensity is required and in some areas, employability is sufficiently limited to make self-sufficiency difficult.
TABLE XI - EMPLOYMENT HISTORYa

<table>
<thead>
<tr>
<th>SERVICE</th>
<th>Cases</th>
<th>White Collar</th>
<th>Skilled</th>
<th>Semi-Skilled</th>
<th>Unskilled</th>
<th>Unknown</th>
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</thead>
<tbody>
<tr>
<td>Interpretaion</td>
<td>44</td>
<td>0</td>
<td>4</td>
<td>14</td>
<td>10</td>
<td>16</td>
</tr>
<tr>
<td>Financial Assistance, Service</td>
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<td>0</td>
<td>2</td>
<td>6</td>
<td>15</td>
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<td>0</td>
<td>1</td>
<td>7</td>
<td>1</td>
</tr>
</tbody>
</table>

* In this classification, the skilled includes the mechanic, beautician, decorator, and model; the semi-skilled, the cook, the leather-worker, mine worker, steam laundry worker, and truck driver; the unskilled, the farm laborers, domestics, etc.

COMMENTS

(1) None of the migrants were white collar workers and only 6 per cent were skilled. Forty per cent of the migrants were definitely known to be unskilled. This number might be greater if the makeup of the "Unknown" group were known.

(2) The employment history of approximately one-third (32) of the migrants was not recorded.

(3) The unskilled accounted for one-half of all cases receiving Financial Assistance.
Table XII - Dependency History

<table>
<thead>
<tr>
<th>SERVICES</th>
<th>Cases</th>
<th>Voluntary</th>
<th>Medical and/or Voluntary</th>
<th>Assistance</th>
<th>Insurance</th>
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</thead>
<tbody>
<tr>
<td>Totals</td>
<td>100</td>
<td>5</td>
<td>8</td>
<td>25</td>
<td>3</td>
</tr>
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<td>Financial Assistance, Service</td>
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<td>3</td>
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<td>2</td>
</tr>
<tr>
<td>Interpretation, Service, Referral</td>
<td>15</td>
<td>0</td>
<td>2</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Referral, Correspondence</td>
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<td>0</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Authoritative</th>
<th>Unknown</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>27</td>
<td>31</td>
</tr>
<tr>
<td>0</td>
<td>14</td>
<td>11</td>
</tr>
<tr>
<td>0</td>
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<td>4</td>
</tr>
<tr>
<td>0</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

The social agencies included in the above classification are: Voluntary: Traveler's Aid, American Red Cross, United Charities, and Jewish Family and Community Service; Medical and/or Voluntary: Cook County Hospital, Chicago Maternity Center, and the Veterans Administration facility; Assistance, general and public assistance; Insurance, Railroad Retirement Board and Federal Security Office Old Age and Survivors Insurance; and Authoritative agency being the various penal agencies.

Comments

(1) The overall picture shows that 31 per cent had no previous history of agency contact; in 27 per cent the dependency history was unknown; while in 25 per cent there had been a previous contact with a public assistance agency.
Almost one-third (twelve out of thirty-two) of those persons receiving Financial Assistance had no previous contact with social agencies. About one third of those who had received Financial Assistance previously also received Financial Assistance from IAS.

**SUMMARY**

The summary will present the significant characteristics of the migrant according to the four services given. In the instances of race, sex, age, children, area of emigration and employment, however, the significance was not so much related to particular categories but rather to the overall picture. It was seen that the Non-white migrant moves to Chicago in greater proportion than the White migrant. His movement appeared at a greater rate than his incidence in the total population. There was a predominance of males in this migrant population despite the fact that the Negro female migrated in large numbers also.

The average age of the migrant was seen as 35.1 years. In 90 per cent of the cases the services were received by migrants whose age ranged from sixteen to fifty-five years of age.

The Non-white migrant had 61 per cent of the total number of children and the children increased the total migrant population by 60 per cent.
The Mississippi and Missouri Valley areas contribute a proportionately larger percentage to the migrant population than to the total population. The Non-white emigrates from both areas in greater percentage than the White group.

The migrant group is essentially unskilled.

Interpretation Only service was received in forty-four cases:

(1) More than one half (twenty-six) of these cases were either single or separated persons and nine were married couples.

(2) Sixteen of the cases were responsible for fifty-three children out of the total seventy-seven.

(3) Economic distress in twenty-two situations was the motivating factor for migrating.

(4) These individuals had average health in approximately 50 per cent of the cases and were permanently disabled only in approximately 20 per cent of the cases.

Financial Assistance and Service were received in thirty-two cases:

(1) This service was received equally by persons of each marital status.

(2) In nine situations there were twenty children.

(3) More than 50 per cent of the persons migrated for reasons of economic distress while approximately 13 per cent
migrated for reasons of personal distress.

(4) In approximately 33 1/3 per cent of these cases, there was average health.

(5) Approximately 50 per cent of these migrants had either no history of dependency or this history is unknown. However, 25 per cent of these thirty-two cases had experience of receiving assistance from a public assistance agency prior to contacting IAS for assistance.

**Interpretation and/or Service and/or Referral** were received in fifteen cases:

(1) These were separated individuals in nine out of fifteen cases.

(2) None of these individuals had children.

**Correspondence and/or Referral** service was received in nine cases:

(1) In two-thirds of these cases the unmarried mother and separated persons received this service.
CONCLUSIONS

The purpose of this paper has not been to evaluate the services given by IAS. Such an evaluation of the services of this or any agency would comprise a study in itself. Rather, this study has been made to determine certain common characteristics of the non-resident who came to Chicago. Essentially these persons indicated either a lack of planning for their migration or were unaware of the complexities of urban life, thus 53 percent of the cases required service within thirty days of their arrival. Their requests in almost equal ratio were either a need for financial assistance so that they might settle in Chicago or a request for transportation in order to return to place of emigration. Services given were seen to fall into four categories: Interpretation Only; Financial Assistance and Service; Interpretation and/or Service and/or Referral; and Correspondence and Referral.

A greater percentage of non-white migrants came to Chicago. Two-thirds of the total migrant population was male in an age group ranging from sixteen to thirty-five years. They were able-bodied in approximately 71 percent of the cases and single
(or unattached) in 83 per cent of the cases. Children influenced the total population by 60 per cent, although they were members of only 27 per cent of the family groups in the case situations.

Economic distress was apparent as the motivating factor in 52 per cent of the situations and the areas of greatest emigration were significantly the Mississippi and Missouri Valleys. A substantial proportion of the group was unskilled.

It would seem that in approximately 50 per cent of the applications the non-resident had prior social agency experience. However, this is limited to 25 per cent where the public assistance agency is concerned.

The services which these individuals received were necessarily influenced by their characteristics. It was reasonable therefore to anticipate that "Interpretation Only" and "Interpretation Service," and "Referral Services" would be utilized to a greater extent.

One of the principal reasons why man migrates from an area of lesser opportunity to an area of greater opportunity is the hope of economic betterment.

The migrant's lack of skills makes him vulnerable in one environment, but he has a personal belief that there is a place for him in some other locality. He then migrates, willingly accepting any job and many indignities in order to remain in
the new community. His health is an asset. He knows what "home" had to offer because he tried to make a living there during his youth and into middle age. Hopefully, the new home will offer as much, perhaps more.

Somewhat naively, the migrant believes (or rationalizes) that the large city has numberless factories with endless openings for willing workers.

Moreover, he sees that educational and social opportunities are within grasp of his children. School is not that period between planting and harvesting. It is not the "3 R's," reading, 'riting, and 'rithmetic, but opens avenues for developing hidden talents in the arts and sciences which insure economic security both for his children and for himself.

They migrate. However, in many instances their original resources become exhausted, their hope dims, and they are obliged to turn to the social agency for help. They ask for financial assistance because "just a little aid will tide them over, a good job is around the corner."

The broad comprehensive service that is casework is required here. The individual requires help in clarifying his request, evaluating his strengths and weaknesses, formulating a plan; but more, he requires acceptance. Permitted to ventilate his feelings the migrant is enabled to participate in the planning
that heretofore had been uncoordinated. The agency extends its relationship with other agencies in the community and planning is facilitated. In Chicago this is a function of IAS.

The social agency providing this casework service operates within the state statutes governing financial assistance to non-residents. One of the provisions for eligibility in these statutes is legal residence. Return to the place of legal residence is a primary stipulation. The legislators who make the laws are not social workers; their interest is to protect the common good of their constituents. The laws regarding assistance to migrants are restrictive because the common belief is that people migrate to those communities where assistance grants are more liberal.

The disbursement of Financial Assistance to the non-resident depends almost always upon his willingness to return to place of legal residence. Why he came, what he hoped to achieve or what has been achieved is of secondary consideration, according to the letter of the law. The caseworker would like to take a broader approach to this problem. He would like to see Financial Assistance as an implementing agent, following an evaluation of the individual, his former and present environment as it relates to his problem. According to the casework approach, return to legal residence may or may not be valid planning.
The caseworker, however, in this instance, operates within an agency whose functions and services are determined by law. Knowing that in any setting, he must work within limitations, he does the best he can but hopes that the laws governing Financial Assistance to migrants eventually will become more flexible so that greater consideration can be given to each case on an individual basis.
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II. SECONDARY SOURCES

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B. PAMPHLETS


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The History, Program and Operation of the City of Chicago Department of Welfare, Chicago, 1952.

APPENDIX I

SCHEDULE OF QUESTIONS FOR PROPOSEDThESIS:
"INTER-AGENCY SERVICE: ITS FUNCTION AS RELATED TO ONE HUNDRED
APPLICANTS WHO ARE NON-RESIDENTS OF ILLINOIS REQUESTING SERVICE
DURING 6/52 THRU 11/52"

I. Classification of Recipients

1. Social Status
   Married couple
   Single person, sex
   Deserted person, "
   Divorced " 
   Separated " 
   Widow
   Widower
   Unmarried mother
   Children, accompanied or unaccompanied by parent,
   parent's marital status

2. Race

3. Age

4. Employment History

5. History of Health

6. Point of Emigration

7. Date of Arrival, Chicago, Illinois

8. Motivation as Stated for Migration to Chicago

9. History of Social Agency Experience
   A. Public
   B. Voluntary
   C. Authoritative
   D. Insurance

10. Source and Date of Referral to IAS
II. Nature of Request

III. Nature of Service

1. Financial Assistance
2. Additional Agency Resources
3. Community Resources