

THE BASIC PHILOSOPHY  
OF SOCIAL WELFARE LEGISLATION

---

A Thesis

Presented to the Department of Social Sciences  
Carroll College, Helena, Montana

---

In Partial Fulfillment  
Of the Requirements for the  
Degree of Bachelor of Arts

---

By  
Oscar A. Provost

May 1, 1937

CORETTE LIBRARY CARROLL COLLEGE



3 5962 00081 002

The purpose of this presentation is not to evaluate, defend or attack either the Federal or state programs for social security, but, simply to explain their application to Montana. It is to be understood, however, that while we disclaim any intention to weigh the merits of these programs, as Catholics we do subscribe to the philosophy motivating them as a concrete expression of the ideals of social justice long advocated by the Church. Indeed, it is because of this special interest which all Catholics should have in these programs that this outline is written, and published upon this the 46th anniversary of Pope Leo XIII's encyclical, Rerum Novarum, and the sixth anniversary of Pope Pius XI's encyclical Quadragesimo Anno.

#### HISTORY OF SOCIAL SECURITY

In the summer of 1934 President Roosevelt appointed a Committee on Economic Security which studied national and international experience on the subject, and on January 15, 1935 this committee made a report which was the basis of the law passed by Congress, approved by the President on August 14, 1935 and which shall hereafter be referred to as the Federal Social Security Act.

As recommended by the committee, it was the purpose of the Congress in enacting this legislation to adopt a permanent policy whereby society, through its governmental agencies, would function as a positive means of assistance to individuals suffering from economic distress, particularly that which arises from old age, unemployment, unprotected childhood, physical incapacity and ill health.

This policy was effectuated by coordinating the long-established activities of existing federal departments, such as the Children's Bureau of the Department of Labor, the Surgeon General's office of

the Treasury Department, and the Bureau of Education in the Department of the Interior; by creating a new department directed by the Federal Social Security Board; and by providing grants of money to various state agencies that are best equipped to supervise local programs.

To a limited extent existing legislation permitted Montana to participate in and cooperate with the federal scheme from its inception. Thus, through such agencies/<sup>as</sup> the State Board of Health and the Montana Relief Commission, Montana worked in harmony with the Federal program for general relief, maternal and child welfare, vocational rehabilitation, <sup>and</sup> public health, ~~and aid to dependent children~~. However, even as to these services, the State legislation was inadequate in certain respects, and Montana did not share the full benefits of Federal grants because of insufficient funds to match them. Again, there was no legislation whatever which provided a means for the state to participate in the services for the needy blind or unemployment compensation.

Consequently, when the Legislature met in January this year, one of the paramount problems before it was to supply statutory deficiencies and otherwise provide for a comprehensive social security program in this state.

As recommended by a special committee appointed in November 1936 by Governor Elmer Holt, the legislature established a new state department known as the State Department of Public Welfare, and in order to prevent unnecessary duplication of effort, maintain a consistent policy, and assure more intelligent contact with the Federal Government, gave to this department administrative jurisdiction to administer the following services: general relief, old-age assistance, aid to needy dependent children, aid to the needy blind, and aid to crippled children and child welfare. By the terms of the act, the Montana Relief Commission, the

the Montana Old-Age Pension Commission, the State Bureau of Child and Animal Protection, and the Montana Orthopedic Commission were abolished, and their functions consolidated in the new department.

In addition to setting up the department of public welfare, the legislature also provided for an unemployment compensation program and appropriated more than four million dollars to carry on the whole social security program during the next two years.

Such, in brief, is the history in high outline of social security legislation in Montana. Administrative experience will of course require additional legislation from time to time, but it is not the purpose of this article to consider the merits of changes already proposed or to suggest any further amendments that may seem desirable, but merely to explain the salient features of existing statutory provisions.

#### ELEVEN SERVICES

It will be seen from the foregoing that there are eleven separate services rendered under the combined Federal-State social security program: (1) Federal old-age benefits, (2) unemployment compensation, (3) general relief, (4) state old-age assistance, (5) aid to dependent children(~~mothers' pensions~~), (6) service to crippled children, (7) protection of homeless and neglected children, (8) aid to the blind, (9) vocational rehabilitation, (10) public health, and (11) maternal and child health services. We shall discuss each of these services separately in the order named.

#### INSURANCE SERVICES

##### Federal Old-Age Benefits

These benefits are of three types: (1) monthly benefits payable after a person is 65 years of age until death, (2) lump-sum payments at 65, and (3) payments upon death to the estate.

The purpose of Federal Old-Age Benefits is to provide an as-

sured income to wage earners if they retire at the age of 65, and thus makes possible increased employment and advancement of younger workers.

14  
9  
1

Federal Old-Age Benefits are different from State Old-Age Assistance in two respects: (1) Federal Old-Age Benefits are paid to "eligible" individuals regardless of need; State Old-Age Assistance is a direct relief to people 65 years old who are in need; (2) Federal Old-Age Benefits are administered by the Federal Government while State Old-Age Assistance is administered by the state.

110  
11  
10  
13

A person eligible for monthly benefits for the rest of his life is any person in the United States, Alaska, or Hawaii who: (1) is 65 years of age; (2) has received at least \$2000 in wages in a "covered" employment after December 31, 1936 and before reaching 65; (3) was employed on one day of five different calendar years; and (4) has retired from regular employment.

By wages is meant all remuneration for employment including the cash value of all remuneration in any medium other than cash, up to \$3000 per employee, per employer, per calendar year, which is received by the worker before he or she is 65 and after December 31, 1936, except wages received in the following employments:

(1) agricultural labor; (2) domestic service in a private home; (3) casual labor not in the course of an employer's trade or business; (4) service as officer or member of the crew of a vessel documented; (5) service for the United States or an instrumentality of the United States; (6) service for a state or its political subdivisions or an instrumentality of one or more states or political subdivisions; (7) employment by nonprofit institutions organized and operated exclusively for religious, charitable, scientific, literary, or educational purposes, or for the prevention of cruelty to children or animals. These exceptions have been ex-

110  
110  
110

cluded temporarily at least, it is claimed, because of the difficulties in administration.

The amount of monthly benefit to which an individual is entitled is computed as follows:

$\frac{1}{2}\%$  of the first \$3000 of total wages-----\$15 per month  
 $1/12\%$  of the next \$4200 -----\$35 plus \$15, or \$50  
 $1/24\%$  of any amount by which his total wages exceed \$4500 until a monthly benefit of \$85, the maximum set by law, is reached.

Lump-sum payments are of two kinds: to the individual himself; or to the estate. Lump-sums are paid to the individual if he is 65 but has not met one or more of the other requirements. In this case he will be paid a sum equal to  $3\frac{1}{2}\%$  of his total wages received in "covered" employments.

Lump-sums are paid to the estate if the individual should die before he reaches 65, or before he has received benefits equal to  $3\frac{1}{2}\%$  of his total wages; so that either he or his estate will receive at least  $3\frac{1}{2}\%$  of his total wages.

A few examples: Suppose A earns \$30 per week from now until he is 65. If he is 25 now, he will receive after his 65th birthday a monthly benefit of \$57.25. If he is 40 now, he will receive a \$45 monthly benefit. If he is now 55, he will receive \$25.50 monthly benefit. Now suppose he dies at 68, having received monthly benefits for three years. If he was 25 in 1937, his estate will receive \$124 because he will not have received  $3\frac{1}{2}\%$  of his total wages in benefits at the time of his death. But if he was 40 he will already have received the minimum of  $3\frac{1}{2}\%$  of his total wages so that the estate will receive nothing, as will, of course, be the case if he was 55 in 1937 when the act went into effect. Now suppose that he was 62 when the act went into force. He will receive a lump-sum of \$163.80 because he has not received wages in five

different calendar years, but in this case she may continue to work after the age of 65. It is to be noted that an eligible individual will receive his monthly benefits even though he is in business for himself.

The Social Security Act also imposes a graduated excise tax on employers and an equal income tax on employees on the wages received by the employee in a "covered" employment. The tax is: 1937, 1938, 1939---1%; 1940, 1941, 1942---1½%; 1943, 1944, 1945---2%; 1946, 1947, 1948---2½%; 1949 and thereafter---3%. The tax is collected by the Bureau of Internal Revenue with the assistance of the Post Office Department. The employer holds out the employee's tax from his wages and adds an equal amount as his own tax, then forwards both taxes, monthly, to the proper local Internal Revenue Collector or the Post Office. It is to be noted that wages as defined above do not include wages over \$3000 per year nor the wages of people over 65.

In short, Federal Old-Age Benefits is an insurance plan. It provides a steady income after the age of 65 until death. The taxes paid are in the nature of premiums. The employee should note especially that although he will pay after 1948 a tax of 3%, either he or his estate will receive back at least 3½% and probably more. Further it is to be noted that monthly benefits do not begin until January 1, 1942 but that lumpsums have been paid already in amount over \$100.

#### Unemployment Compensation

By the term unemployment compensation is meant periodic cash payments, under government supervision, to eligible unemployed workers.

It is the obvious design of the Social Security Act to move, one might almost say to compel, the states to pass unemployment

compensation laws. The federal act imposes a payroll tax upon employers, but allows the tax payer to deduct from his federal tax up to ninety per cent any contribution made to an approved state unemployment compensation fund.

Under the circumstances the Montana legislature was impelled to enact a state law to participate in this phase of the Social Security program, and this state law has been approved by the Social Security Board as fully complying with all federal requirements.

The state act will be administered by a commission of three members appointed by the governor for a term of six years, the law declaring that the appointments must be "on a non-partisan basis." Two members of the commission will serve on a per diem basis and the third, who will be the executive director, will be paid a full-time salary in an amount fixed by the governor. It is the duty of the commission to administer the act, choose all necessary personnel on a "merit basis" and collect the state tax.

The Montana program provides, as required by the federal requirements, that (1) the benefits must be paid through public unemployment offices; (2) benefits must not be paid until two years have elapsed after the date on which taxes become payable; (3) all monies paid into the state unemployment compensation fund shall be deposited with the Secretary of the United States Treasury; (4) all monies withdrawn by the state from the national unemployment trust fund shall be used solely for the payment of unemployment benefits (the expenses of administration being paid by the Federal government from the 10% payroll tax it receives); (5) no employee who refuses unsuitable work shall be denied benefits.

The primary function of the Montana Unemployment Compensation Commission for the next two years will be the collection of pay-

roll taxes from employers of one or more persons, which taxes will accumulate as a trust fund in the United States Treasury until 1940 before any benefits are paid. The Federal Act imposes a payroll tax of 1% for 1936; 2% for 1937 and 1938; and 3% for each year thereafter. The Montana law was enacted too late to tax for 1936, but it provided that the state tax beginning with the calendar year 1937 shall be 90% of the federal tax, that is, for 1937 it will be 1.8%, for 1938 to 1941 inclusive it will be 2.7% and after June 30, 1942, the rate of tax contribution will be based upon a merit rating whereby employers who have a good record for steady employment during the preceding three years will receive the benefit of reduced rates.

The federal act contemplates taxing only employers of eight or more, whereas the state law exacts contributions from those who employ one or more. Thus employers of eight or more will pay two taxes, one to the state and another to the United States; through the offset plan the Federal Government will get 10% the state 90%. Employers of less than eight will pay only one tax, which will be equal in amount to 90% of the federal tax. Unlike the Federal Old-Age Benefits program, the employee does not contribute at all.

It should be noted here that persons employed in the following occupations do not come within the provisions of either the federal or state laws: agricultural labor; domestic service; officers or members of the crew of a vessel on navigable waters; services performed in the employment of members of one's immediate family; governmental services; and services rendered for non-profit religious, charitable, scientific or cultural agencies.

Taking advantage of the Wagner-Peyser act of Congress, the Montana Unemployment Compensation Commission will maintain public

unemployment offices throughout the state. After the program is in full swing, in 1941, when a person becomes unemployed, the law contemplates that he will immediately report to the nearest unemployment office. This office will immediately attempt to assist him to obtain other suitable employment. If, after a waiting period of three weeks, he is still unemployed, he will receive benefits equal to fifty per cent of the average weekly wage he earned during a specified period; but "not more than \$15.00 per week, nor less than either \$7.00, or three-fourths of his full-time weekly wage, whichever is the lesser." The maximum period during which benefits will last is sixteen weeks in any one year.

#### WELFARE SERVICES

In discussions of social security, most of the recent emphasis is placed on the above two insurance services; this is because they are new and more far-reaching, directly affecting a greater number of persons. Nevertheless, the welfare and health services are an integral important part of the whole program, and are deserving of careful consideration by all classes of citizens.

By way of introduction, it is quite necessary to note that the Federal Social Security Act either expressly or by necessary implication demands as conditions precedent for Federal grants toward welfare services that: (1) each service shall be in effect in all counties of the state and if administered by the counties shall be mandatory on them; (2) the state itself as distinguished from the counties must participate financially; (3) each service must be administered or supervised by a single state agency.

In discussing the respective welfare and health services, mention will be made of the extent that they were rendered in this

state before the enactment of the Federal Social Security Act, as well as the scope of the various programs under the new federal and state legislation.

But preliminary to a detailed outline of the various welfare services, it is perhaps appropriate to review generally, the provisions of the Montana Public Welfare Act.

#### Public Welfare Department

This act creates an entirely new department known as the Department of Public Welfare, which is made up of the Board of Public Welfare, an administrator, an assistant administrator, and other minor employees, and County Boards of Public Welfare directed by the respective Boards of County Commissioners.

The State Board of Public Welfare, appointed by the Governor with the advice and consent of the Senate for a term of three years, is vested with supervisory power; that is, it exercises control over all the agencies created by the public welfare act, whether the agency be state or local. It establishes the general policy of the department, and makes the rules to govern the state and county departments; it sets the minimum requirements and fixes the salaries of all the employees, and chooses the administrator.

The administrator is the executive head of the state department of Public Welfare and secretary to the Board. It is his duty to submit to the Board for their approval an annual budget of all monies needed to be appropriated by the legislature, and to make an annual report showing the operation of the state and county departments (how much money spent, number of employees, etc.). The administrator with the approval of the Board hires all employees for the state department.

The general policy which has been adopted by the Board for the administration of Public Welfare in Montana is summarized as follows:

The program of public assistance should be carried out with the utmost care not to impair or hurt the self-respect, the honor, the initiative, the self-reliance, and the ambition of the individual. When feasible, the family and the individual should be guided toward a greater measure of self-support. They should be encouraged when practical to plant gardens, raise chickens, make their own clothes, etc., and they should be encouraged to capitalize their spare time, energy, and intelligence in the direct production of food and clothing for their own benefit.

The state department administers and supervises all forms of public assistance including general relief, old-age assistance, aid to dependent children, and to crippled children, aid to the blind, and childwelfare. It supervises all agencies and institutions both public and private, caring<sup>for</sup> the needy, dependent, delinquent, or mentally or physically handicapped persons. The state department also sets the minimum standards and fixes the salary rates for all public welfare employees for both the state and county departments, and must furnish the county boards with a list of qualified persons available for appointment. To act as the agent of the Federal Government in matters of public welfare is also the duty of the state department.

In administering any of the public welfare services mentioned above, the state department has power to require that each county shall bear its share of the total public assistance as is fixed by the act, to require that each part of the act be in force in all the counties, and to make use of all legal processes to enforce its rulings. The Attorney General is the legal adviser to the Board, and he is authorized to hire an additional assistant for this work if necessary.

The county departments are charged with the local administration of all forms of public assistance including general relief,

old-age assistance, aid to dependent children, aid to needy blind, and child protection and child welfare. Of course such administration must conform to the federal and state laws and to the rulings of the state board.

The county commissioners are required to levy a six-mill tax for the poor fund and to budget this money for purposes that will enable the county public welfare department to meet its proportionate share of the public assistance granted in the county. If the six-mill levy should prove inadequate to meet the county's share, such portion of its public assistance as the county is unable to meet will be paid from the state public welfare fund.

Payment of public assistance (except general relief) is made by check issued by the state department and mailed directly to the recipient. The list of eligible grantees, of course, is furnished by the county departments. The state department every month presents a claim to each county department for its share of public assistance granted in the county during the month.

If the county or state department finds after investigation that public assistance in any individual case has been improperly granted it has the power to revoke such assistance; however, the recipient has the right of appeal to the state department, as does anyone else who is refused assistance. The state department prescribes the manner and form in which such appeals shall be made.

All assistance under this Public Welfare Act is exempt from taxation, attachment, garnishment, or any other legal process.

#### General Relief

Part II of the Public Welfare Act provides for general relief which is to be administered by the state and county departments of public welfare.

To receive relief one must make application in the manner and

form to be prescribed by the state department, must have been a resident of the state for at least one year, six months of which must have been spent in the county in which the application is made, must be in need, but must not be in need of continued care in a public institution because of mental or physical condition, and must not be receiving any other form of public assistance. Aliens found to be within the United States illegally are not eligible for relief nor are interstate transients, except temporarily.

When the county department receives the application, it will make an investigation of the circumstances of the applicant. (If the applicant is in immediate need of assistance, temporary assistance can be granted pending the investigation.) Upon completion of the investigation the county department shall decide the eligibility of the applicant, and with due regard to the resources and necessary expenditures of the individual or family, decide (subject to the rules of the state department) the amount of assistance to be paid. Medical aid and hospitalization will be provided for persons who are unable to provide such for themselves.

The relief benefits will be paid by check or warrant representing cash on demand, except in cases where evidence shows that the recipient spends the money for other than the intended purposes. In such cases the relief allowance will be made in the form of grocery orders.

#### State Old-Age Assistance

Montana was the first state in the Union to enact an old-age pension law. In 1923 the legislature provided for the payment of pensions not exceeding \$25 a month to persons over the age of 70 having an annual income of more than \$300.

While at the time of its enactment, this measure was considered

a forward and progressive advance, its beneficence was largely ineffectual for two reasons: (1) pensions were paid from the "county poor fund" which in many counties was entirely too meagre, and (2) payment of the pensions was a discretionary matter with each of the fifty-six boards of county commissioners of the state, who in many cases refused to grant the pensions regardless of funds available.

This law was repealed and a new old-age pension act passed by the state legislature in 1935, which designated the Montana Relief Commission as ex officio the State Old-Age Pension Commission. This act was fully approved by the social security board as substantially complying with the Federal Social Security Act.

By the terms of the Montana Public Welfare Act passed this year, the Montana Old-Age Pension Commission was abolished and its functions assumed by the Public Welfare Department.

Under the act, to be eligible for a pension, a person must be (1) a citizen of the United States; (2) 65 years old or more; (3) a resident of Montana for at least five years during the nine years immediately preceding his application and for at least one year in the county where he applies; (4) does not have adequate income to provide a "reasonable subsistence compatible with decency and health," (5) is not at the time of receiving assistance an inmate of any public institution, except in the case of temporary medical or surgical care in a hospital, and (6) is not be reason of physical or mental condition an institutional case.

No maximum or minimum pensions are fixed by law except that the amount to be paid in each case shall be determined "with due regard to the resources and necessary expenditures of the individual, and which shall be sufficient when added to all other income and support to provide such person with a reasonable subsistence

compatible with decency and health."

Under the social security act the Federal grant to the states for old-age assistance is on a fifty-fifty basis plus five per cent for administrative expenses; but the maximum grant of the Federal Government is \$15 for any one person, so that when such grant is matched by a like amount of state funds, the maximum pension granted in any individual case is \$30 per month.

#### Aid to Dependent Children

The object of this service is to assist children under the age of sixteen who have been deprived of parental support or care by reason of death, continued absence from the home, or physical or mental incapacity of the parent, and who are living with some other relative in a place of residence maintained by such relative as his home.

It will be seen from this definition that the scope of this service is much wider than the so-called mother's pension acts which were commonly operated in most states, and which were <sup>for</sup> the most part limited to children living with their mothers.

In 1915 the Montana legislature passed a so-called mother's pension act which was for the most part inoperative because it was not mandatory upon the counties to administer it, and because even where county officials were disposed to be of assistance to dependent children, the impoverished condition of the county poor funds was in most instances an insuperable barrier.

Under the service as now provided for in both the state and federal acts, direct payments in money are paid monthly to the persons having custody of the children in an amount to be determined by the county welfare board "with due regard to the resources and necessary expenditures of the family and the conditions existing in each case, which amount shall be sufficient when added to all

other income and support available to the child to provide such child with a reasonable subsistence compatible with decency and health." The federal contribution is here, however, only one-third of the total expense, with a maximum of \$6 per month for one child and \$4 for each additional child.

#### Service to Crippled Children

On July 1, 1937, the public welfare department will take over the functions of the Montana Orthopedic Commission created by law in 1921, and will administer a program of assistance to crippled children.

It will be the function of this service "to extend and improve services (especially in rural areas and in areas suffering from severe economic distress) for locating crippled children and for providing medical, surgical, corrective and other services and care, and facilities for diagnosis, hospitalization, and after-care for children who are crippled or who are suffering from conditions which lead to crippling, and cooperation with medical, health, and nursing agencies providing for vocational rehabilitation of physically crippled children."

Under the former law the sum of \$25,000 was annually appropriated for this service to the Montana Orthopedic Commission, and since April 1936, when the Montana plan was approved by the Federal Social Security Board, \$30,988.27 in federal funds was received by the state commission. The public welfare act increased the state appropriation to \$30,000 a year, which, of course, will be further matched by federal funds.

#### Child Welfare

Since 1905 Montana through a state bureau of child and animal protection has engaged in a program to promote the growth of education and sentiment favorable to the protection of children by making investigations as to the dependent neglected and

defective children of this state, and in cooperation with the counties, state institutions, charitable organizations, and other relief agencies, to provide for their care.

The program of this bureau was approved as a part of the Montana Relief program by the United States Children's Bureau of the Department of Labor on April 11, 1936, and since that time federal funds have been granted to match the regular state appropriations.

On July 1, 1937, the State Department of Public Welfare will take over the functions of this bureau, and it shall be its duty to "enforce all laws pertaining to children and take the initiative in all matters involving the interest of illegitimate, dependent, neglected and delinquent children where adequate provision therefor has not been made by law; and to use funds available for cases where special medical or material assistance is necessary to rehabilitate subnormal or physically handicapped children and where it is not otherwise provided for by law; and cooperate for the purposes hereof with all reputable child helping and child placing agencies." The state has provided an appropriation of \$15,000 a year for this service which will be supplemented by a federal grant of more than \$16,000.

#### Aid to the Blind

Previous to March 4, 1937, Montana made no provision for aid to the needy blind who were not confined in public institutions. In order to participate in the federal program established in the social security act, the Montana Public Welfare Act provides for the granting of money payments to any person who "(a) has no vision or whose vision, with correcting glasses is so defective as to prevent the performance of ordinary activities for which eyesight is essential and who has been examined and so certified

by a fully licensed ophthalmologist. (b) has income which, when added to the contribution in money, substance, or service from legally responsible relatives or others, is inadequate to provide a reasonable subsistence compatible with decency and health." The amount of assistance to be granted to any person is to be determined by the county department, but not in excess of \$30 for any one month except when supplementary assistance is necessary for the prevention or treatment of blindness.

Under the law, the State will pay for treatment "either to prevent blindness or to restore his eyesight whether or not he is blind, if he is otherwise qualified for assistance under this Part. The supplementary services may include necessary traveling and other expenses to receive treatment from a hospital or clinic designated by the State Department."

#### Vocational Rehabilitation

In 1921 the State of Montana accepted the provisions and requirements of the Federal Act of 1920 providing for vocational rehabilitation, thus enabling Montana to secure federal aid for this service, which is the process through which a physically handicapped person is prepared for--and placed in--gainful employment. Under this act all residents of Montana for at least one year, who are of employable age, and who have a permanent physical injury (regardless of origin) which prevents them from earning a livelihood, are entitled to benefit of training or other services which the Bureau of Vocational Rehabilitation can give them in order to make them self-supporting and thus not a burden to society. Other services, mentioned above, are those such as helping to finance the purchase of braces and of artificial limbs when they are necessary for the training of a person or the restoring of that person to a job, and the providing of a maximum

monthly allowance of \$40 for single persons and \$60 for married persons to help them pay their living expenses while in training.

This vocational rehabilitation service is financed by both state and federal appropriations. The Federal Government, in the Social Security Act, has appropriated sufficient funds to enable states and territories to receive not less than \$5000, or more than \$10,000 a fiscal year, depending on the proportion which their population bears to the total population of the United States. Montana's appropriation for the present fiscal year is \$25,000, \$13,000 of which is to be used for the maintenance of those needing help while in training, and \$12,000 for other expenses. Money not used by states because of failure to meet the requirements of the federal act, may be allotted to states which are prepared to use further allotments, and have appropriated sufficient funds to match such further allotments. Because of this provision, Montana expects to receive more than the maximum allotment of \$10,000.

To meet the other requirements of the federal act, other than matching the federal appropriation, Montana has established a state bureau of vocational rehabilitation to administer this service and to cooperate with the federal board and other state boards, particularly the State Department of Public Welfare.

#### Public Health

Since 1907 Montana has had a State Board of Health composed of five physicians whose duty it is to maintain general supervision over the health and life of the citizens of this state. To this end the department has maintained the following divisions: rural health work, communicable diseases, vital statistics, child welfare, hygienic laboratory, water and sewage, pure foods and drugs, and community sanitation.

The program of the Montana Department of Health has been fully approved by the Surgeon General of the United States Public Health Service as required by the Social Security Act, and \$49,000 of federal funds have been allotted by him for disbursement in this state to match a like sum provided from the state treasury. With these additional funds the state Board of Health has been able to greatly expand and intensify its diverse activities, particularly by establishing public health departments throughout the state. Each of these departments will consist of a full-time physician especially trained in public health work, a sanitary inspector, and a registered nurse trained in public health work for each 5,000 population. The personnel of these departments is trained through funds available from the Federal Government.

#### Maternal and Child Health

As one of the functions of the State Board of Health, the Montana Child Welfare Division since 1917 has been carrying on a campaign of public health education and taking all possible steps for the better protection of the health of the children of the state.

This division under the direction of a trained pediatrician submitted a program to the Children's Bureau of the Department of Labor as required by the Social Security Act which program was fully approved as complying with the provisions of the federal act which contemplates "the promotion of the health of mothers and children, especially in rural areas suffering from severe economic distress."

Pursuant to this policy, the state Child Welfare Division found that most of the expectant mothers and children of the drought areas of the state in 1936 were in great need of nutritional

and medical care. An intensive program was immediately undertaken which effectively aided in reliving this distressing condition.

Other phases of this program include the preparation of an annual study of infant and maternal mortality by counties, copies of which are sent to every physician in the state. Schools are assisted in introducing modern methods of teaching health. To make available to all parents and physicians of the state modern information on pre-natal care and on infant and child care and feeding, new literature has been prepared and distributed. Group education of lay groups, the establishing and conducting of health conferences, full cooperation with dental and medical associations are all parts of this program.

This division now has under its supervision sixty public health nurses and fourteen additional nurses being trained by the division with social security funds. The activities of these nurses include home visiting for maternal, infant and pre-school health supervision; school health supervision; assistance to local physicians and health officers in communicable disease control; and group instruction in classes and health conferences.

For the fiscal year 1936-37, Montana has had available for use in furthering maternal and child health the sum of \$73,375.51, made up of both state and federal funds.

#### CONCLUSION

It will be seen from the foregoing that social security is not new in principle to Montana. To a greater or less extent, our state government has been carrying on most of the services offered in the new program for years past. Consequently, perhaps the most significant conclusion that can be drawn from the recent legislation here discussed is that our national and state governments have at last combined to throw the full force of their combined

strength into the task of relieving human suffering and distress.

On the other hand, it will also be seen that neither the federal nor the state governments have yet insured ~~for~~ complete social security. Justice demands that society protect and especially assist those who are unable to help themselves, and governments must discharge this obligation to the fullest extent of their power and resources.

Meanwhile, however, a tremendously important advance has been made, and those of us who have studied the social sciences within the State of Montana and without are justly proud of the fact that, for enlightened social legislation, Montana has long held a leading place in the Union. She has now maintained her record by generous cooperation with the Social Security Act, and as time goes on, Montana may be expected to march abreast of the leaders toward the goal of complete social justice.

x x x