

Relationships of Home Relief to Private Employment and to Other Public Programs in New York City, 1940-42

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THE PAST DECADE has seen the development of a variety of public programs for meeting the needs of the unemployed, the aged, and others who have inadequate personal resources. Benefit payments under the insurance programs established by the Social Security Act are made without regard to need and on the basis of previous earnings from private employment. Unemployment compensation is designed to furnish partial compensation to the worker for wage loss during temporary periods of unemployment. Old-age and survivors insurance benefits are payable to an insured wage earner and his dependents when he retires from the labor market or to his survivors when his earnings are interrupted by death.

The special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—are granted to needy individuals meeting specified eligibility requirements; payments are based on need and are ordinarily determined in accordance with budget schedules. The WPA, NYA, and CCC programs, although constituting sources of income to needy families, were primarily concerned with providing jobs for individual unemployed workers who were eligible and available for assignment. Family responsibilities of WPA workers were recognized in rulings prohibiting simultaneous employment of more than one member of the same family and giving preference to family heads, but the WPA wage rates varied according to region and the type of work performed rather than the extent of need. The NYA and CCC programs provided employment and training for individual youths; CCC enrollees were required to allot fixed portions of their earnings to their families, without regard to family size.

With the development of the social security and Federal work programs, general assistance (or general relief) has gradually been limited to the residual groups of needy families—those who are

ineligible under other public programs; those who, though theoretically eligible, are not receiving income under other programs; and those whose needs, in terms of prevailing relief standards, exceed earnings from private employment or payments received under other public programs and who, therefore, are eligible for partial or supplementary relief grants.

A consideration of existing relationships among these various public programs is essential to planning any integrated program for social security. These relationships have resulted primarily from the character of individual programs or in some cases have been determined by legislative or administrative rulings relating to individual programs. For example, overlapping between old-age assistance and aid to the blind is expressly prohibited by the Social Security Act, and WPA regulations specified that a worker might not be employed on a WPA project while he was receiving unemployment benefits. Not only the size but also the character of the load of one public agency may be affected by changes in legal provisions or administrative rulings primarily relating to another program and by the availability of funds for other programs. The tendency of the general relief rolls to rise in response to drastic reductions in WPA quotas is a well-known phenomenon, and, when waiting lists for the special types of public assistance are long, general assistance rolls are likely to be heavily weighted with persons presumably eligible for other assistance.

The general assistance program is probably most directly related to all other public programs. Except in areas where standards are so low as to make families with even meager sources of income ineligible for general assistance, it has usually had a recognized responsibility for supplementing income from other programs for families whose needs exceed such income. The movement of families between general assistance rolls and other

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programs is also of special significance, in that general assistance ordinarily fills in the gaps by providing income for needy families not eligible for or not currently receiving income under other public programs.

A complete analysis of the interrelationships of social security and public welfare programs would take into account the relationships of each program to all others. This study is limited to a consideration of the relations between general assistance and private employment and between general assistance and other public programs in one city, New York. Analyses of the extent to which general assistance supplements other public programs have usually been limited to the numbers and proportions of relief cases concurrently receiving income under other programs. It is equally important, however, to know the proportions of beneficiaries under other programs who are members of households receiving supplementary relief grants. One reason for the scarcity of such data is the limited comparability of figures reported by the various agencies; for instance, general assistance statistics are expressed in terms of cases, whereas figures on the loads of other programs usually represent individual beneficiaries. Furthermore, variations from State to State or even from city to city in legislative provisions and administrative regulations, as well as in economic patterns which affect the size and character of the groups assisted by the various public programs, complicate the problem of estimating the amount of overlapping between general assistance and each of the other programs on any broad geographical scale.

This study discusses the extent of concurrent supplementation of earnings from private employment and income from other public programs by general assistance (called home relief in New York City) both in relation to all home relief cases and in relation to the total number of persons on the rolls of the Federal emergency work program, and the total number receiving old-age assistance, aid to dependent children, aid to the blind, and unemployment insurance¹ in New York City for each month from January 1940 through June 1942. Consideration is given also to the movement of cases

¹ This proportion is calculated as the ratio of all home relief cases with concurrent income from another program to the number of beneficiaries under that program. No figures are available on the actual number of beneficiaries under any other program who are living in households also receiving relief grants.

between general assistance and the other public programs. New York City was chosen for the study because of the availability of detailed relief statistics and of data on the loads of other programs. Because relief standards in New York were relatively liberal, the supplementation of other programs by relief was probably close to the maximum which may be expected under current arrangements with economic conditions such as those which prevailed in New York in this period.

Trends in Industrial Activity and Public Programs in New York City, January 1940-June 1942

The extent of overlapping of general assistance and other public programs is, of course, directly related to the broad trends in each of the programs; these trends are in turn affected by changing economic conditions.

In the Nation as a whole, declining unemployment during the 2½-year period ended June 1942 was reflected in decreases in the total number of households receiving income from general assistance or the Federal work programs or the special types of public assistance. Such decreases did not, however, keep pace with the decline in total unemployment, for the principle of "last fired, first hired" gives preference to recently unemployed persons, many of whom have not found it necessary to apply for any form of public aid. In general, expanding opportunities for private employment have a more rapid effect on the WPA load than on the general assistance rolls, and, except in areas where relief is limited to households with no employable members, the general assistance rolls are more directly affected by trends in private employment than are those for old-age assistance, aid to dependent children, and aid to the blind, under which income is provided for persons not normally a part of the labor market.

Predominantly a center of trade, service, and consumer-goods manufacturing industries, New York City has experienced a much less spectacular growth in manufacturing employment since the defense program started than have many war-production centers; in fact, the city had the Nation's largest pool of unemployed workers in mid-1942. Nevertheless, manufacturing employment in the New York City area rose more than

40 percent from June 1940 to June 1942,² and the number of persons actively seeking work through local offices of the U. S. Employment Service declined almost a fourth during the same period.³

In New York City, as in the country as a whole, rising industrial activity was reflected in declining work program and relief rolls and in decreased demands on the unemployment insurance system. WPA employment dropped from 103,000 in June 1940 to 48,000 in June 1942 or 53 percent; the home relief load declined only about 29 percent, from 153,000 to 109,000 cases (tables 1 and 3). Figures on CCC enrollees from New York City are available only for 1940; a decline of 14 percent occurred in the average enrollment from the third to the last quarter of that year. Since the average CCC enrollment from New York State decreased sharply, from 12,700 in January 1941 to 1,500 in June 1942, it can be assumed that the number of enrollees from New York City showed a very marked decline during the same period. Available figures on NYA employment are not entirely comparable for all months, but apparently both the student and the out-of-school work programs contracted during the latter part of 1941 and the early months of 1942.

Month-to-month trends in the number of persons receiving unemployment benefits were far more variable than trends in the emergency work program and in relief loads, for the unemployment insurance load is affected not only by changes in employment but also by the uniform benefit year. Rights to unemployment benefits in New York are determined for all eligible workers for a specified calendar period, the benefit year. There is ordinarily a concentration of claims at the beginning of each new benefit year, since workers who have exhausted their rights and again become unemployed in one year must wait until the new benefit year before they can again draw benefits. In both 1940 and 1941, the beginning of a new benefit year on April 1 resulted in a steep rise in the number of beneficiaries in May and, as the maximum period during which a worker was entitled to benefits in any one year (13 weeks) came to a close, the load tapered off.

² According to the Bureau of Labor Statistics index; includes employment in Government arsenals and navy yards and covers all parts of the metropolitan area except Newark, Jersey City, Paterson, and Elizabeth, N. J., and Yonkers, N. Y.

³ New York State Department of Labor, *Industrial Bulletin*, July 1942, p. 244.

In 1942, in accordance with amended provisions of the State unemployment insurance law, the new benefit year did not begin until the first of June, and as of June 1 the waiting period was reduced from 3 to 2 weeks. Additional benefits were allowed for not more than 3 weeks in the transitional period, April 1 to May 31. Thus in 1942, a rise in the number of beneficiaries in April was due partly to claims for the additional weeks, and in June and July it resulted from the opening of a new benefit year. In each month of 1941, except January, the number of unemployment beneficiaries was lower than in the corresponding month of 1940, and in each of the first 6 months of 1942, except April, the insurance load was well below that of the comparable month of 1941.

Although the case load for aid to dependent children declined fairly steadily, from 25,800 in June 1940 to 19,700 in June 1942, the other special public assistance programs continued to expand until September 1941, when recipients of old-age assistance had reached a peak of 55,700 and recipients of aid to the blind a peak of 1,600. Thereafter these loads leveled off somewhat, but in June 1942 the old-age assistance load was 2.3 percent higher than in the corresponding month of 1940 and the number of persons receiving aid to the blind had declined by only 3.3 percent in contrast to a 23-percent decrease in recipients of aid to dependent children. Though new job opportunities associated with relaxation of employers' hiring specifications may have contributed directly to declines in the aid to the blind and old-age assistance rolls, indirect effects of general business improvement were probably of considerably greater importance. Old-age assistance case closings because of increased resources or support from relatives were 55 percent higher during the first half of 1942 than during the corresponding period of 1941, whereas the total number of cases closed under this program had increased only 18 percent.⁴

Although, in a broad sense, the entire home relief load may be considered "supplementary," in that the relief program is designed to provide a more or less temporary source of income to replace all or part of the loss of income from other sources, the term "supplementary relief"

⁴ New York City Department of Welfare, *Monthly Statistical Report*, January-June 1941 and January-June 1942.

is generally applied only to relief granted concurrently with the receipt of another type of income. But the family, for example, which moves from private employment to the relief rolls and back to private employment may properly be said to have received relief supplementary to private employment during the period when private employment was not available. In the same way, a person eligible for old-age assistance or unemployment insurance but carried on the relief rolls during a waiting period may be said to have received relief which supplements another public program. Patterns of supplementation in this broad sense may, of course, be exceedingly complex, since any one family may receive income under a variety of programs, in addition to the home relief program, over a given period of time.

Available data for New York City do not provide information on the movement of cases from one program to another over any period of time longer than a month. For each month from January 1940 through June 1942, however, and for private employment and each of the public programs considered in relation to home relief, we can determine: (1) the number of cases receiving income from each source concurrently with relief; (2) the number of cases known to have been primarily dependent on income from each source up to the time of applying for relief (cases opened or reopened because of inadequacy or loss of income from the given source); and (3) the number of cases known to have received income from each source immediately following receipt of relief (cases closed because of receipt of income from the given source). The number of cases which received income from any one of these sources both before coming to relief rolls and after leaving is not known; in any one month, the number of cases moving from another program to relief and back again is probably negligible, but over a longer period it might assume considerable importance. Cases closed and reopened during the same month did not exceed 0.2 percent of the total relief load in any one month of 1940 or 1941, but more than three-fourths of all relief cases opened during the 2-year period had previously received relief.

Trends in Concurrent Supplementation

Throughout the 2½-year period studied, cases receiving relief supplementary to other income

varied from about a fourth to a third of the total monthly case load. The number of cases receiving relief concurrently with other income increased with some consistency through April 1941, and the concurrent supplementation load in relation to the total home relief load rose from 26 percent of all relief cases in January 1940 to 34 percent in December 1941 (table 1). During the first half of 1942, the supplementary portion of the relief load remained relatively stable at approximately a third of the total number of cases.

The upward trend in 1940 and 1941 is mainly attributable to a rise in the proportion of cases receiving relief income supplementary to private earnings or other private income. Apparently the first effect of expanding employment was to increase the number of households with private earnings which were still not entirely adequate. This increase more than offset a slight decline in the proportion with relief supplementary to income from other public sources, a decline resulting entirely from the decreased supplementation of WPA earnings. Undoubtedly, the leveling off of the concurrent supplementation load in 1942 is associated with a variety of factors, such as the contraction of the emergency work program and of special public assistance loads and the improvement in opportunities for private employment not requiring relief supplementation. Furthermore, unattached persons, who are much less likely than family groups to be eligible for supplementary relief since even small earnings may exceed the relief budget for a single person, were assuming increasing importance in the total relief load. During the year ended June 1941 the proportion of unattached persons rose from 36 to 38 percent of the total relief load, and by June 1942 it had risen to 42 percent. It can be assumed that the proportion of relief cases with no employable workers also increased. A survey of the relief load in September 1940 showed that 44 percent of all relief cases had no employable members;⁶ even with changing concepts of employability the percentage was probably higher by June 1942.

Throughout the entire period, the most important source of outside income for home relief cases was earnings from private employment. Of almost equal importance in 1940 was the supplementation of WPA earnings. By June 1942, the

⁶ State of New York, Department of Social Welfare, *Some Phases of the Present Relief Situation*, Albany, June 12, 1941, p. 30.

number of cases with income from WPA was only half the number with income from private employment. Rising slightly throughout the period, the number of households receiving both old-age assistance and home relief by June of 1942 was as large as the number with WPA earnings. A slightly smaller proportion of home relief cases

also received aid to dependent children, and less than 1 percent of the supplementation cases were receiving aid to the blind, earnings from CCC or NYA, and unemployment or old-age and survivors insurance benefits.

If one looks to the importance of supplementary relief to persons receiving income from these other

Table 1.—Number and percentage distribution of home relief cases in New York City, by source of income and by month, January 1940—June 1942

Year and month	All home relief cases	Cases receiving—				Percentage distribution of cases by source of income						
		Home relief only ¹	Home relief and other income			Total	Home relief only ¹	Home relief and other income				
			Total	1 public source only ²	Private employment or other private sources only ³			Combination of sources ⁴	Total	1 public source only ²	Private employment or other private sources only ³	Combination of sources ⁴
1940												
January-June average	156,410	118,666	42,744	19,880	20,786	2,072	100.0	72.7	27.3	12.7	13.3	1.3
January	156,409	116,515	39,884	19,307	18,004	1,773	100.0	74.5	25.5	12.3	12.1	1.1
February	156,534	115,469	41,065	20,085	19,084	1,806	100.0	73.8	26.2	12.8	12.2	1.2
March	157,462	114,565	42,897	20,832	19,073	2,002	100.0	72.8	27.2	13.2	12.7	1.3
April	158,015	114,421	44,194	20,441	21,482	2,271	100.0	72.1	27.9	12.9	13.5	1.5
May	158,460	112,745	45,715	19,205	22,295	2,155	100.0	72.1	27.9	12.3	14.2	1.4
June	152,803	108,280	44,613	19,300	22,073	2,250	100.0	70.8	29.2	12.7	15.0	1.5
July-December average	151,610	103,430	48,180	17,024	25,594	5,562	100.0	68.2	31.8	11.2	16.9	3.7
July	154,063	106,548	47,515	17,418	24,476	5,621	100.0	69.2	30.8	11.3	15.9	3.6
August	152,824	104,750	48,065	17,416	25,020	5,629	100.0	68.5	31.5	11.5	16.3	3.7
September	151,644	103,177	48,467	17,422	25,437	5,608	100.0	68.0	32.0	11.5	16.8	3.7
October	151,892	103,488	48,404	16,808	26,068	5,528	100.0	68.1	31.9	11.1	17.1	3.7
November	150,370	102,275	48,095	16,322	26,301	5,472	100.0	68.0	32.0	10.8	17.5	3.7
December	148,870	100,330	48,510	16,758	26,263	5,510	100.0	67.4	32.6	11.3	17.6	3.7
1941												
January-June average	148,270	98,678	49,592	16,836	26,012	5,844	100.0	66.6	33.4	11.4	18.1	3.9
January	149,137	100,053	49,084	17,006	26,544	5,534	100.0	67.1	32.9	11.4	17.8	3.7
February	148,533	99,022	49,511	17,477	26,354	5,680	100.0	66.7	33.3	11.8	17.7	3.8
March	151,951	101,481	50,470	16,617	28,170	5,683	100.0	66.8	33.2	10.9	18.5	3.8
April	151,016	100,085	50,931	17,542	27,220	6,169	100.0	66.3	33.7	11.6	18.0	4.1
May	149,508	97,100	49,408	16,537	26,727	6,144	100.0	66.3	33.7	11.3	18.2	4.2
June	142,472	94,332	48,140	15,827	26,457	5,856	100.0	66.2	33.8	11.1	18.6	4.1
July-December average	135,150	90,180	44,970	13,850	26,012	5,108	100.0	66.7	33.3	10.3	19.2	3.8
July	143,200	96,213	47,077	14,351	27,021	5,702	100.0	67.1	32.9	10.1	18.8	4.0
August	143,852	97,385	46,467	14,254	27,098	5,115	100.0	67.7	32.3	9.9	18.8	3.6
September	137,336	91,013	45,423	14,080	26,198	5,139	100.0	66.9	33.1	10.3	19.1	3.7
October	133,715	89,087	44,628	13,757	25,068	4,903	100.0	66.6	33.4	10.3	19.4	3.7
November	127,170	83,839	43,331	13,507	24,933	4,891	100.0	65.9	34.1	10.7	19.6	3.8
December	125,533	82,646	42,887	13,149	24,844	4,894	100.0	65.8	34.2	10.5	19.8	3.9
1942												
January-June average	117,285	77,145	40,340	.....	.....	.....	100.0	65.7	34.3	.....	.....	.....
January	125,418	82,804	42,694	13,019	24,823	4,852	100.0	66.0	34.0	10.4	19.8	3.9
February	121,651	79,728	41,923	13,280	23,880	4,757	100.0	65.6	34.4	10.9	19.6	3.9
March	119,815	78,365	41,450	13,011	23,710	4,640	100.0	65.4	34.6	10.9	19.8	3.9
April	116,094	76,045	39,959	.....	.....	.....	100.0	65.6	34.4	.....	.....	.....
May	112,823	74,116	38,707	.....	.....	.....	100.0	65.7	34.3	.....	.....	.....
June	109,116	71,810	37,306	.....	.....	.....	100.0	65.8	34.2	.....	.....	.....

¹ For January-June 1940, data include cases receiving 1 or more types of home relief only, and cases receiving 2 types of home relief and outside income from private sources other than private employment. For subsequent months, data include only cases receiving 1 or more types of home relief and no other income. Types of home relief are "regular," "unsettled," and "veterans." Cases with outside income included in this column for the first half of 1940 are estimated to be no more than 0.2 percent of the total home relief load for any 1 month.

² For January-June 1940, data include home relief cases receiving other income from 1 public source and any private source or sources, exclusive of private employment. Data not available for April-June 1942.

³ For January-June 1940, data include home relief cases receiving other income from private employment only, from any 1 other private source, or from

private employment and other private sources. For subsequent months, data include cases receiving other income from private employment only or from any combination of private sources, exclusive of private employment. Data not available for April-June 1942.

⁴ For January-June 1940, data include home relief cases receiving outside income from any combination of public sources only, from any combination of a public source or sources and private employment, or from private sources exclusive of private employment. For subsequent months, data include cases receiving outside income from any combination of public sources only, from public and private sources, or from private employment and other private sources.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January and July 1941, January, March, and June 1942. Additional data supplied by the New York State Department of Social Welfare.

public programs, the relative position of the programs is somewhat different. In 1941 about one-fourth of the persons receiving aid to the blind were in households also receiving home relief. About one-sixth of the households receiving aid to dependent children had supplementary relief grants. About one-tenth of the recipients of old-age assistance, the same proportion of WPA workers, and a slightly larger proportion of persons employed on NYA out-of-school projects lived in households also receiving home relief. Less than 1 percent of the unemployment compensation beneficiaries were in relief households.

Home Relief and Private Employment

Cases receiving relief concurrently with income from private employment (including those with income from other sources as well) rose fairly

steadily from 5.6 percent of all relief cases in January 1940 to 8.4 percent in November, reached 9.3 percent in March 1941, and stood at 9.7 percent in December (table 2). Although there was a slight tapering off during the first half of 1942, the ratio was somewhat higher for each of these 6 months than for the corresponding month of 1941. The actual number of these cases also increased fairly steadily through 1940 and in March 1941 reached a peak of 14,100. Thereafter the trend was generally downward, but not until November 1941 did the number fall below the figure for the comparable month of the preceding year.

Thus, in the early stages of expanding private employment, increases were apparent not only in the number of cases leaving the relief rolls for private employment but also in the number of families with earnings which reduced but did not

Table 2.—Number and percent of New York City home relief cases in households receiving other specified types of income, by month, January 1940–June 1942

Year and month	All home relief cases	Cases in households receiving 1—								
		Earnings from—				Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind
		Private employment	WPA	NYA	CCC					
Number of cases										
<i>Average</i> 1940.....	154,011	10,827	10,577	2,312	424	654	15	4,984	3,639	319
January.....	156,490	8,708	10,570	2,124	474	391	(?)	4,803	3,203	311
February.....	156,534	8,655	11,501	1,080	342	456	(?)	4,057	3,271	315
March.....	157,462	9,110	12,357	2,073	401	706	(?)	4,006	3,214	320
April.....	158,615	9,826	11,646	2,337	438	458	(?)	5,092	3,544	357
May.....	156,460	10,155	11,037	2,294	334	300	(?)	4,862	3,350	331
June.....	152,893	10,448	10,484	2,420	405	858	(?)	4,020	3,494	351
July.....	154,063	11,730	9,702	2,628	457	1,108	4	5,037	3,743	350
August.....	152,824	11,802	10,005	2,540	305	1,194	0	5,023	3,702	370
September.....	161,644	11,995	10,318	2,427	444	807	6	5,041	3,734	376
October.....	161,892	12,374	9,772	2,387	496	504	5	5,047	3,740	360
November.....	160,370	12,695	9,354	2,298	431	452	32	5,038	3,750	371
December.....	148,870	12,607	9,996	2,232	476	409	38	4,991	3,724	375
<i>Average</i> 1941.....	141,700	12,881	7,887	2,118	460	421	136	5,324	3,003	407
January.....	149,137	12,605	10,260	2,165	481	401	40	4,986	3,725	405
February.....	148,533	12,265	10,857	2,310	403	490	65	5,010	3,750	386
March.....	151,951	14,077	9,367	2,087	516	450	110	4,362	4,082	408
April.....	161,016	13,340	10,299	2,460	541	385	133	5,457	4,241	398
May.....	146,508	13,308	9,413	2,240	641	356	130	5,201	4,205	416
June.....	142,472	13,102	8,278	2,298	637	547	120	5,582	4,111	415
July.....	143,290	13,370	6,935	2,404	479	684	168	5,682	4,064	409
August.....	143,852	12,890	5,798	2,251	409	616	150	5,706	3,608	416
September.....	137,336	12,722	6,199	1,916	373	366	153	5,520	3,923	414
October.....	133,715	12,485	5,804	1,760	358	293	170	5,672	3,822	406
November.....	127,170	12,063	6,427	1,370	295	232	183	5,380	3,651	410
December.....	125,533	12,120	5,937	1,551	266	235	184	5,322	3,585	402
<i>Average</i> (6 months) 1942.....	117,485	11,038	5,767	963	140	242	221	5,136	3,479	397
January.....	125,498	11,892	5,857	1,484	229	276	107	5,346	3,585	398
February.....	121,651	11,426	6,200	1,261	170	209	207	5,323	3,575	405
March.....	119,815	11,261	6,323	1,057	143	259	220	5,240	3,571	402
April.....	116,004	10,935	6,968	815	113	231	235	5,027	3,454	403
May.....	112,823	10,619	5,290	659	90	208	228	4,679	3,370	393
June.....	109,116	10,098	4,930	500	85	179	228	4,600	3,314	382

See footnotes at end of table.

eliminate the need for relief. Many of these relief families may have had earnings from odd jobs only or from part-time employment; others may have had income from full-time employment of a secondary wage earner but not the head of the household. No information is available on the types of private employment represented by these cases of concurrent supplementation or on the size of the families, but it is known that relief families with outside income from private earnings are, on the average, larger than those receiving home relief only. As private employment rises, it is possible that from a group of families with no employed members and receiving full relief grants there will emerge a group requiring relief to supplement earnings which do not cover their family

needs. Furthermore, rising living costs may result in need for concurrent supplementation of earnings which might previously have made the family ineligible for relief. Revisions of allowances and of permissible deductions from earnings tended to liberalize supplementary relief grants during the 2½-year period.

The ratio of cases opened specifically for supplementation of wages from private employment to all cases receiving such concurrent supplementation did not exceed 6 per 100 in any month of 1940 and declined considerably in 1941 and 1942. However, it is not possible to determine the number of continuing relief cases, some member of which obtained private employment, nor do we know how many of the families which were able to

Table 2.—Number and percent of New York City home relief cases in households receiving other specified types of income, by month, January 1940–June 1942—Continued

Year and month	All home relief cases	Cases in households receiving 1—								
		Earnings from—				Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind
		Private employment	WPA	NYA	CCC					
Percent of all home relief cases										
1940										
Average.....		7.0	6.0	1.5	0.5	0.4	(¹)	3.2	2.3	0.8
January.....		5.0	0.8	1.4	.3	.2	(²)	3.1	2.0	.2
February.....		5.6	7.4	1.3	.2	.3	(²)	3.2	2.1	.2
March.....		5.8	7.8	1.3	.3	.4	(²)	3.1	2.0	.2
April.....		0.2	7.3	1.5	.3	.3	(²)	3.2	2.2	.2
May.....		0.5	7.1	1.5	.2	.2	(²)	3.1	2.1	.2
June.....		0.8	6.0	1.0	.3	.0	(²)	3.2	2.3	.2
July.....		7.6	6.4	1.7	.3	.8	(²)	3.3	2.4	.2
August.....		7.7	6.5	1.7	.3	.8	(²)	3.3	2.4	.2
September.....		7.0	6.8	1.0	.3	.5	(²)	3.3	2.5	.2
October.....		8.1	6.4	1.0	.3	.4	(²)	3.3	2.5	.2
November.....		8.4	6.2	1.5	.3	.3	(²)	3.4	2.5	.2
December.....		8.4	6.7	1.5	.3	.3	(²)	3.4	2.5	.3
1941										
Average.....		0.1	5.6	1.5	.3	.3	0.1	3.8	2.8	.3
January.....		8.4	0.0	1.5	.3	.3	(²)	3.3	2.5	.3
February.....		8.3	7.3	1.6	.3	.3	(²)	3.4	2.5	.3
March.....		0.3	0.2	1.8	.3	.3	.1	2.0	2.7	.3
April.....		8.8	0.8	1.6	.4	.3	.1	3.6	2.8	.3
May.....		0.1	0.4	1.5	.4	.2	.1	3.6	2.9	.3
June.....		0.2	5.8	1.0	.4	.4	.1	3.9	2.9	.3
July.....		0.3	4.1	1.7	.4	.5	.1	4.0	2.8	.3
August.....		0.0	4.0	1.6	.3	.4	.1	4.0	2.5	.3
September.....		0.3	4.5	1.4	.3	.3	.1	4.0	2.9	.3
October.....		0.3	4.4	1.3	.3	.2	.1	4.2	2.9	.3
November.....		0.5	5.1	1.1	.2	.2	.1	4.2	2.9	.3
December.....		0.7	4.7	1.2	.2	.2	.1	4.2	2.9	.3
1942										
Average (6 months).....		0.4	4.0	.8	.1	.2	.2	4.4	3.0	.3
January.....		0.5	4.7	1.2	.2	.2	.2	4.3	2.9	.3
February.....		0.4	5.2	1.0	.1	.2	.2	4.4	2.9	.3
March.....		0.4	5.3	.9	.1	.2	.2	4.4	3.0	.3
April.....		0.4	5.1	.7	.1	.2	.2	4.3	3.0	.3
May.....		0.4	4.7	.6	.1	.2	.2	4.4	3.0	.3
June.....		0.3	4.5	.5	.1	.2	.2	4.5	3.0	.4

¹ Figures for each source shown include cases receiving outside income from the specified source only and cases receiving outside income from the specified source in combination with any other source or sources.
² Data not available.

³ Less than 0.05 percent.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January 1941, and January and June 1942.

leave the relief rolls because of earnings from private employment had previously received relief supplementary to private earnings. Undoubtedly, with continued expansion of job opportunities and relaxation of hiring standards, there was a decline in the competitive disadvantage of relief family workers, many of whom may have been handicapped by age, long unemployment, inexperience, or outmoded skills, and they were increasingly likely to command wages ending need for either full or supplementary relief grants.

The average monthly number of cases closed because of private employment was 30 percent higher in 1941 than in 1940 and 18 percent higher during the first half of 1942 than in the corresponding period of 1941 (table 5). Conversely, the average monthly number of cases opened because

of loss of private employment declined 38 percent from 1940 to 1941 and during the first half of 1942 was 36 percent lower than in the first 6 months of 1941 (table 4). The seasonal trend in case openings due to loss of private employment, with month-to-month decreases in case openings in the spring and increases in the winter months, was more or less the reverse of that in case closings.

While the total number of cases closed was approximately the same in 1940 and 1941, the proportion of cases closed because of private employment increased from 22 to 29 percent. In the first half of 1942, the number of case closings dropped sharply, reflecting the decreased size of the total load, and the cases closed because of private employment increased both absolutely and proportionately to 42 percent of the total. During

Table 3.—Number of persons employed under specified Federal work programs in New York City, number of recipients of unemployment benefits and the special types of public assistance, and percent in households receiving home relief, by month, January 1940–June 1942

Year and month	Persons employed under Federal work programs			Recipients of—			
	WPA ¹	NYA ²	CCC ³	Unemployment benefits ⁴	Old-age assistance (persons) ⁴	Aid to dependent children (cases) ⁵	Aid to the blind (persons) ⁶
Number							
1940							
<i>Average</i>	105,047	12,891	7,733	116,491	52,826	25,499	1,537
January.....	110,601	10,418	8,583	86,120	50,677	20,109	1,491
February.....	113,331	11,213	8,347	80,632	50,909	25,726	1,495
March.....	110,568	11,838	5,951	80,127	51,488	25,885	1,509
April.....	107,810	12,615	9,085	65,121	52,571	25,909	1,530
May.....	107,218	13,129	8,687	168,418	53,061	25,692	1,535
June.....	103,054	13,385	6,292	206,060	53,340	25,775	1,536
July.....	101,185	12,564	9,349	204,318	53,622	25,787	1,532
August.....	103,939	12,701	8,904	159,071	53,577	25,520	1,570
September.....	102,114	13,206	6,140	95,405	53,622	25,339	1,566
October.....	99,505	13,013	8,350	80,463	53,637	25,070	1,566
November.....	100,813	13,692	7,811	83,895	53,663	24,759	1,554
December.....	100,410	16,700	5,297	82,229	53,849	24,448	1,555
1941							
<i>Average</i>	74,060	17,558	.....	83,193	61,776	23,118	1,530
January.....	100,500	23,540	.....	93,523	54,102	21,227	1,550
February.....	94,292	26,614	.....	82,838	54,357	24,111	1,554
March.....	69,904	23,769	.....	69,680	54,204	23,961	1,543
April.....	85,789	20,080	.....	54,248	54,290	23,788	1,550
May.....	81,120	18,833	.....	103,482	54,264	23,727	1,555
June.....	76,019	18,955	.....	127,903	54,572	23,506	1,546
July.....	68,827	12,150	.....	131,784	55,057	23,188	1,549
August.....	61,846	15,596	.....	93,424	55,208	23,070	1,580
September.....	62,219	14,123	.....	54,973	55,669	22,592	1,584
October.....	62,490	11,681	.....	53,214	54,944	22,246	1,554
November.....	63,499	12,903	.....	65,464	55,218	21,692	1,527
December.....	62,326	12,198	.....	67,055	55,371	21,312	1,508
1942							
<i>Average (8 months)</i>	65,532	8,673	.....	67,868	55,191	20,656	1,498
January.....	61,171	10,984	.....	79,540	55,402	21,167	1,506
February.....	60,078	10,058	.....	67,332	55,371	21,369	1,517
March.....	57,939	9,363	.....	51,832	55,563	21,017	1,502
April.....	41,080	8,638	.....	67,376	55,332	20,567	1,493
May.....	50,726	6,979	.....	53,629	54,934	20,069	1,486
June.....	47,997	6,016	.....	87,499	54,541	19,748	1,486

See footnotes at end of table.

these 6 months, the proportion of case closings as a result of WPA employment was 21 percent of all closings as compared with 40 percent in 1941 and 44 percent in 1940. Thus the relative positions of private and of WPA employment with respect to their effect on home relief case closings was reversed during this period.

In 1940, the average monthly number of cases opened because of inadequate earnings or loss of private employment exceeded cases closed because of private employment. In 1941, however, this relation was reversed; closings outnumbered openings in all months except January, February, and

March, although the net reduction in the relief load as a result of transfers to private employment was relatively small in November and December. Transfers to private employment resulted in a net reduction in the relief load in each of the first 6 months of 1942 (table 6).

The great majority of workers moving from private employment to relief rolls were ineligible for unemployment insurance, because they had not been in covered employment or because their earnings were too low to entitle them to benefits or because they had exhausted their benefits for the current year during an earlier spell of unem-

Table 3.—Number of persons employed under specified Federal work programs in New York City, number of recipients of unemployment benefits and the special types of public assistance, and percent in households receiving home relief, by month, January 1940–June 1942—Continued

Year and month	Persons employed under Federal work programs			Recipients of—			
	WPA ¹	NYA ²	CCC ³	Unemployment benefits ⁴	Old-age assistance (persons) ⁵	Aid to dependent children (cases) ⁶	Aid to the blind (persons) ⁶
Percent in households receiving home relief ⁶							
1940							
Average.....	10.1	17.9	6.6	0.6	9.4	13.9	22.7
January.....	9.0	20.4	5.5	.5	9.7	12.3	20.9
February.....	10.2	17.7	4.1	.5	9.7	12.7	21.1
March.....	11.2	17.5	0.7	.9	9.5	12.4	21.2
April.....	10.8	18.5	4.8	.7	9.7	13.7	23.3
May.....	10.3	17.5	3.8	.2	9.2	13.1	21.8
June.....	10.2	18.1	0.4	.4	9.2	13.6	22.9
July.....	9.7	20.9	4.9	.0	9.4	14.5	22.8
August.....	9.0	20.0	4.4	.8	9.4	14.5	23.6
September.....	10.1	18.3	7.2	.8	9.4	14.7	24.0
October.....	9.8	18.3	5.9	.7	9.4	14.9	23.0
November.....	9.3	16.8	5.5	.5	9.4	15.1	23.9
December.....	10.0	13.3	9.0	.5	9.3	15.2	24.1
1941							
Average.....	10.5	12.1	.....	.5	9.7	10.9	26.3
January.....	10.2	9.2	.....	.4	9.2	15.4	26.1
February.....	11.5	8.7	.....	.6	9.2	15.6	24.8
March.....	10.4	11.3	.....	.6	8.0	17.0	26.4
April.....	12.0	12.3	.....	.7	10.1	17.8	25.7
May.....	11.6	11.9	.....	.3	9.8	17.7	26.8
June.....	10.8	12.1	.....	.4	10.2	17.5	26.8
July.....	10.1	19.8	.....	.5	10.3	17.5	26.4
August.....	9.4	14.4	.....	.7	10.3	15.9	26.3
September.....	10.0	13.6	.....	.7	9.9	17.4	26.1
October.....	9.4	15.1	.....	.6	10.1	17.2	26.1
November.....	10.1	10.6	.....	.4	9.8	16.8	26.9
December.....	9.7	12.7	.....	.4	9.6	16.8	26.7
1942							
Average (6 months).....	10.4	11.1	.....	.4	9.3	16.8	26.3
January.....	9.0	13.5	.....	.3	9.0	16.9	26.4
February.....	10.5	12.5	.....	.4	9.6	16.7	26.7
March.....	10.9	11.3	.....	.5	9.4	17.0	26.8
April.....	10.9	9.4	.....	.3	9.1	16.8	27.0
May.....	10.4	9.4	.....	.4	9.1	16.8	26.4
June.....	10.3	6.3	.....	.2	9.0	16.8	25.7

¹ Data from WPA Statistical Bulletin, March 1940–July 1942. Data represent average weekly employment during calendar month and include employment on WPA projects operated by other Federal agencies and financed by allocation of WPA funds.

² Data from WPA Statistical Bulletin, March 1940–July 1942. Figure for June 1942 was supplied by the WPA. Data represent number of persons employed on out-of-school program during each month, January 1940–June 1941; beginning with July 1941, data are based on average weekly employment on out-of-school program during month. Beginning with October 1940, Long Island NYA workers are included in count.

³ Data from the New York State Department of Social Welfare, represent junior enrollees only. Data are not available for January 1941–June 1942.

⁴ Data from the Bureau of Research and Statistics, Division of Placements and Unemployment Insurance, New York State Department of Labor, represent highest number of compensable claims in any 1 week during each month.

⁵ Data from New York City Department of Welfare, Monthly Statistical Report, January 1941, January 1942, and June 1942.

⁶ See table 2 for number of home relief cases receiving income from each specified source.

ployment. Only about 1 out of every 6 relief cases opened because of loss of private employment during the 2½-year period was awaiting unemployment benefits when accepted for relief.

Home Relief and WPA Employment

In 1940 the average number of home relief cases with WPA earnings was as large as the number with earnings from private employment. As the WPA load declined throughout 1940, 1941, and the first half of 1942, however, cases receiving home relief as concurrent supplementation of WPA income also declined, both numerically and proportionately to the total relief load. Relief cases

receiving income from WPA (including those receiving income from other sources in addition) made up 6.9 percent of all home relief cases in 1940 but only 5.6 percent in 1941 and 4.9 percent in the first half of 1942. However, the proportion of all WPA workers receiving concurrent supplementary relief changed very little; 10.1 percent of the families of WPA workers required additional income from home relief in 1940, 10.5 percent in 1941, and 10.4 percent in the first 6 months of 1942. Presumably the larger families and the families of workers at the bottom of the WPA wage scale predominate among families receiving supplementary relief, since maximum relief allowances would be

Table 4.—Number and percentage distribution of New York City home relief cases opened, by major reason for opening and by month, January 1940–June 1942

Year and month	All cases opened	Private employment			Public employment				Unemployment insurance		Special types of public assistance			Other reasons
		Wages inadequate	Employment ended		Wages inadequate		Employment ended		Benefit inadequate	Benefit exhausted	Old-age assistance discontinued	Aid to dependent children discontinued	Aid to the blind discontinued	
			Awaiting unemployment insurance	Not awaiting unemployment insurance	WPA	NYA, CCC, or other	WPA	NYA, CCC, or other						
Number														
1940														
<i>Average</i>	8,605	582	380	1,983	393	14	2,058	46	54	440	5	122	1	2,631
January.....	12,140	474	583	3,102	659	23	3,552	64	76	426	3	121	3	2,964
February.....	11,719	497	591	3,103	664	28	3,276	69	54	454	5	107	0	2,871
March.....	11,390	472	574	2,910	581	12	2,861	76	53	426	4	124	0	3,297
April.....	9,485	411	584	1,893	367	8	3,075	41	34	188	2	139	0	2,743
May.....	8,510	396	557	1,679	354	11	2,510	51	52	100	3	135	0	2,662
June.....	6,306	292	280	1,403	265	20	1,531	57	63	40	3	103	1	2,248
July.....	7,258	316	303	1,515	253	8	2,078	34	66	156	4	112	0	2,407
August.....	7,092	361	269	1,753	307	14	1,333	45	63	96	2	144	3	2,702
September.....	6,910	320	183	1,575	254	23	1,024	38	41	62	1	137	0	2,399
October.....	6,543	295	208	1,429	241	8	1,149	24	54	593	4	122	1	2,415
November.....	6,421	327	189	1,436	386	6	1,043	33	45	477	3	99	0	2,378
December.....	7,378	429	238	1,904	370	9	1,235	20	50	502	3	121	2	2,483
1941														
<i>Average</i>	7,164	297	222	1,249	177	10	2,623	18	22	182	1	121	1	2,235
January.....	7,707	424	386	2,102	421	13	1,120	21	68	384	2	143	0	2,623
February.....	8,085	413	357	1,935	361	18	1,836	22	51	370	2	109	0	2,611
March.....	10,288	425	362	1,655	259	24	4,278	32	31	291	0	144	1	2,786
April.....	8,986	345	342	1,130	153	14	4,075	28	25	118	3	163	0	2,560
May.....	8,415	268	177	906	94	10	4,513	17	20	38	2	124	2	2,244
June.....	6,284	242	155	925	101	3	2,757	12	21	34	0	122	0	1,912
July.....	7,091	262	142	875	87	6	4,380	10	25	53	1	116	2	2,026
August.....	9,113	238	131	951	111	10	5,187	23	17	273	1	127	2	2,042
September.....	5,018	208	120	977	150	4	1,261	14	15	220	2	113	0	1,934
October.....	4,838	224	140	1,069	179	9	812	22	13	157	2	106	0	2,105
November.....	4,160	219	140	1,103	114	9	567	11	19	111	0	80	0	1,781
December.....	5,082	291	202	1,358	96	6	682	9	28	138	0	106	0	2,166
1942														
<i>Average (6 months)</i>	3,916	181	180	934	107	(¹)	473	11	17	49	1	91	(¹)	1,872
January.....	4,942	213	250	1,428	125	(¹)	700	27	28	97	1	95	(¹)	1,978
February.....	4,248	192	206	1,103	134	(¹)	584	17	25	65	0	85	(¹)	1,837
March.....	4,506	228	184	1,010	117	(¹)	622	4	10	73	0	101	(¹)	2,151
April.....	3,455	156	141	770	99	(¹)	375	6	15	19	2	82	(¹)	1,790
May.....	3,124	146	117	627	83	(¹)	305	6	8	28	0	91	(¹)	1,713
June.....	3,223	152	181	668	81	(¹)	254	8	8	14	4	91	(¹)	1,762

See footnotes at end of table.

above WPA earnings only for these groups. But it is important to note that, despite changes in the size and composition of the WPA load and the increases in WPA wages in November 1941, the earnings of no fewer than 9 of every 100 WPA workers in any month during a 30-month period were inadequate to meet their family needs according to home relief standards.

In the number of cases moving from home relief to WPA or from WPA to relief, there was considerable month-to-month variation, associated with seasonal factors, changes in WPA quotas, and,

most important in 1941, the "18-month provision" that any worker who had been employed on WPA projects continuously for 18 months must be laid off for not less than 30 days. The monthly number of cases opened because of loss of WPA employment declined fairly steadily throughout 1940, although an increase over the preceding month was apparent in April, in July, and again in October and December. Early in 1941, case openings due to loss of WPA employment increased sharply—from 1,800 in February to 4,300 in March; they remained at a high level in April and

Table 4.—Number and percentage distribution of New York City home relief cases opened, by major reason for opening and by month, January 1940–June 1942—Continued

Year and month	All cases opened	Private employment			Public employment				Unemployment insurance		Special types of public assistance			Other reasons
		Wages inadequate	Employment ended		Wages inadequate		Employment ended		Benefit inadequate	Benefit exhausted	Old-age assistance discontinued	Aid to dependent children discontinued	Aid to the blind discontinued	
			Awaiting unemployment insurance	Not awaiting unemployment insurance	WPA	NYA, CCC, or other	WPA	NYA, CCC, or other						
Percentage distribution														
1940														
Average.....	100.0	4.5	4.5	23.3	4.6	0.2	24.2	0.5	0.6	5.2	(¹)	1.5	(²)	30.9
January.....	100.0	3.0	4.8	20.3	5.4	.2	20.3	.5	.6	3.5	(¹)	1.0	(²)	24.5
February.....	100.0	4.2	5.1	20.5	5.7	.2	27.0	.6	.5	3.8	.1	.9	(²)	24.5
March.....	100.0	4.1	5.0	25.6	5.1	.1	25.1	.7	.5	3.7	(¹)	1.1	(²)	29.0
April.....	100.0	4.3	6.1	20.0	3.0	.1	32.4	.4	.4	2.0	(¹)	1.5	(²)	28.9
May.....	100.0	4.7	6.5	19.7	4.2	.1	20.5	.6	.6	1.2	(¹)	1.6	(²)	31.3
June.....	100.0	4.7	4.4	22.2	4.2	.3	24.3	.9	1.0	.6	(¹)	1.6	(²)	35.7
July.....	100.0	4.3	4.3	20.0	3.5	.1	28.6	.5	.9	2.1	.1	1.5	(²)	33.2
August.....	100.0	4.5	3.4	21.9	3.8	.2	16.7	.6	.8	12.4	(¹)	1.9	(²)	33.8
September.....	100.0	4.6	2.6	22.8	3.7	.3	14.8	.6	.6	13.3	(¹)	2.0	(²)	34.7
October.....	100.0	4.5	3.2	21.8	3.7	.1	17.5	.4	.8	9.1	.1	1.9	(²)	36.9
November.....	100.0	5.1	2.9	22.4	6.0	.1	16.2	.5	.7	7.4	(¹)	1.6	(²)	37.1
December.....	100.0	5.8	3.2	25.8	5.1	.1	16.7	.3	.7	6.8	(¹)	1.7	(²)	33.7
1941														
Average.....	100.0	4.1	3.1	17.5	2.5	.1	36.6	.3	.4	2.5	(¹)	1.7	(²)	31.2
January.....	100.0	5.5	5.0	27.3	5.5	.2	14.5	.3	.9	5.0	(¹)	1.9	(²)	34.0
February.....	100.0	5.1	4.4	23.9	4.5	.2	22.7	.3	.6	4.6	(¹)	1.4	(²)	32.3
March.....	100.0	4.1	3.5	16.1	2.5	.2	41.6	.3	.3	3.8	(¹)	1.4	(²)	27.1
April.....	100.0	3.8	3.8	12.6	1.7	.2	45.3	.3	.3	1.3	(¹)	1.8	(²)	28.8
May.....	100.0	3.2	2.1	10.8	1.1	.1	53.6	.2	.2	.5	(¹)	1.5	(²)	26.7
June.....	100.0	3.9	2.5	14.7	1.6	(¹)	43.0	.2	.3	.6	(¹)	1.9	(²)	30.4
July.....	100.0	3.3	1.8	10.9	1.1	.1	54.9	.1	.3	.6	(¹)	1.5	(²)	25.4
August.....	100.0	2.6	1.4	10.5	1.2	.1	56.9	.3	.2	3.0	(¹)	1.4	(²)	22.4
September.....	100.0	4.1	2.4	19.5	3.0	.1	25.1	.3	.3	4.4	(¹)	2.3	(²)	38.5
October.....	100.0	4.6	2.9	22.1	3.7	.2	16.7	.5	.3	3.2	(¹)	2.3	(²)	43.5
November.....	100.0	5.3	3.5	20.5	2.7	.2	13.6	.3	.4	2.7	(¹)	1.9	(²)	42.8
December.....	100.0	5.7	4.0	26.7	1.9	.1	13.4	.2	.6	2.7	(¹)	2.1	(²)	42.6
1942														
Average (6 months).....	100.0	4.6	4.6	23.0	2.7	(¹)	12.1	.3	.4	1.3	(¹)	2.3	(¹)	47.8
January.....	100.0	4.3	5.1	28.9	2.5	(¹)	14.2	.5	.6	2.0	(¹)	1.9	(¹)	40.0
February.....	100.0	4.5	4.8	20.0	3.2	(¹)	13.7	.4	.6	1.5	(¹)	2.0	(¹)	43.8
March.....	100.0	5.1	4.1	22.4	2.6	(¹)	13.8	.1	.4	1.6	(¹)	2.2	(¹)	47.7
April.....	100.0	4.5	4.1	22.3	2.9	(¹)	10.9	.2	.4	.5	.1	2.4	(¹)	51.7
May.....	100.0	4.7	3.7	20.1	2.7	(¹)	9.8	.2	.3	.9	(¹)	2.9	(¹)	54.7
June.....	100.0	4.7	5.6	20.8	2.6	(¹)	7.9	.2	.2	.4	.1	2.8	(¹)	54.7

¹ Data not available.
² Includes inadequate wages from public employment other than WPA and discontinuances of aid to the blind.
³ Less than 0.05 percent.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January 1940–June 1942; *Social Statistics*, New York State Department of Social Welfare, 1940 and 1941 issues.

May, and then rose again sharply in July and August. Small seasonal increases in cases opened because of WPA separations were registered in January and March 1942, but in general the volume of such case openings was relatively small throughout the first half of 1942.

The extreme variations in the movement of cases from WPA to relief in 1941 illustrate the close interrelationships of the relief and WPA programs and the way in which legal and administrative policies relating directly to one program inevitably affect the other. WPA separations under the 18-month provision rose steeply in the early months of 1941. We know that workers separated under this ruling in the spring of 1941 fell into two groups. Many of them had once before been laid off from WPA projects when the 18-month clause first went into effect in the sum-

mer of 1939, had subsequently been reassigned to WPA, and had then been continuously employed for another 18-month period. Others were workers who had been assigned to WPA to replace those laid off in 1939 and had remained on WPA projects for 18 months. In a very real sense, they represent the hard core of unemployed workers on WPA rolls, those who for one reason or another are least acceptable to private industry. Inevitably, a substantial number of them found home relief the only alternative to WPA. The rise in relief case openings due to loss of WPA employment in July and August 1941 presumably resulted largely from the very great increase in WPA lay-offs in June—an increase associated with sharp quota cuts at the turn of the fiscal year.

Cases opened for supplementation of WPA earnings were generally fewer in 1941 and 1942

Table 5.—Number and percentage distribution of New York City home relief cases closed, by reason for closing and by month, January 1940–June 1942

Year and month	All cases closed	Cases closed because of—								Other reasons
		Private employment	Public employment		Social insurance		Public assistance			
			WPA	NYA, CCC, or other	Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind	
Number										
1940										
<i>Average</i>	8,856	1,956	5,894	46	552	10	247	252	10	2,110
January.....	11,856	1,416	7,403	40	173	0	207	228	11	2,378
February.....	10,916	1,383	6,767	38	159	3	250	231	4	2,081
March.....	8,706	1,634	3,821	43	163	5	599	253	15	2,173
April.....	9,651	1,928	4,461	38	155	11	412	222	6	2,418
May.....	10,862	2,697	3,737	68	1,298	8	202	298	12	2,452
June.....	6,284	2,108	1,012	36	663	9	141	313	6	1,996
July.....	8,626	2,076	3,661	54	381	7	162	230	16	2,039
August.....	9,058	1,855	4,479	67	267	13	167	183	10	2,017
September.....	6,140	2,188	1,514	44	210	12	127	166	7	1,872
October.....	7,347	2,485	2,040	55	173	12	171	180	17	2,205
November.....	9,232	2,015	4,648	37	167	12	218	250	9	1,876
December.....	7,354	1,697	3,172	41	171	15	206	227	7	1,818
1941										
<i>Average</i>	8,867	2,546	5,548	53	107	15	258	228	5	2,088
January.....	8,786	1,702	4,333	44	144	14	304	248	4	1,993
February.....	6,892	1,643	2,855	29	106	11	213	253	4	1,778
March.....	9,821	2,131	5,002	37	86	21	401	277	7	1,859
April.....	12,060	2,806	5,952	42	116	17	375	314	10	2,428
May.....	10,318	3,160	3,205	30	710	18	500	270	4	2,316
June.....	7,481	2,944	1,665	41	288	18	229	233	4	2,059
July.....	8,570	3,140	2,325	44	161	11	142	217	8	2,522
August.....	11,778	2,929	5,963	25	111	19	149	169	4	2,409
September.....	9,072	3,065	3,386	27	82	17	155	197	5	2,138
October.....	9,740	3,001	4,257	20	58	7	168	193	3	2,027
November.....	6,183	2,089	1,970	27	75	13	118	223	5	1,663
December.....	5,710	1,938	1,579	15	67	13	97	138	3	1,860
1942										
<i>Average (6 months)</i>	6,754	2,823	1,406	26	65	10	323	267	8	1,818
January.....	7,274	2,173	2,224	26	63	6	677	406	4	1,695
February.....	6,764	2,357	1,919	28	58	5	399	323	9	1,660
March.....	6,957	2,778	1,077	28	54	12	218	220	6	1,964
April.....	6,358	3,176	741	19	82	14	100	184	14	1,938
May.....	7,022	3,394	1,033	17	71	16	263	248	5	1,975
June.....	6,026	3,057	834	37	63	9	189	160	9	1,668

See footnotes at end of table.

than in 1940, but the monthly totals varied seasonally, declining somewhat in the summer and rising as relief budgets were revised upward to meet winter needs.

As was to be expected in a period of declining WPA rolls, the average monthly number of relief cases closed because of WPA employment was lower in 1941 than in 1940 and dropped still further in 1942. Peaks in March and April 1941 reflect the high turn-over of the WPA load as relief clients were assigned to WPA jobs to replace workers laid off under the 18-month regulation. Thus, as an effect of this ruling, there was a movement of one group of workers from WPA to relief rolls, and of another group from relief to WPA.

In general, during the 2½-year period, more cases went from relief to WPA rolls than from WPA to relief—an indication that the movement of workers from WPA to private employment more than offset the curtailment of WPA quotas and expenditures.

The WPA program had a greater direct influence on relief turn-over than did private employment in almost all months of 1940 and 1941. However, with continued contraction of the WPA and expansion of industrial activity, private employment became the major factor in the turn-over of the relief load; case closings because of private employment outnumbered those for WPA employment in all months but January from November 1941 through June 1942.

Table 5.—Number and percentage distribution of New York City home relief cases closed, by reason for closing and by month, January 1940–June 1942—Continued

Year and month	All cases closed	Cases closed because of—								Other reasons
		Private employment	Public employment		Social insurance		Public assistance			
			WPA	NYA, CCC, or other	Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind	
Percentage distribution										
1940										
Average.....	100.0	22.1	44.1	0.6	5.8	0.1	2.8	2.0	0.1	23.0
January.....	100.0	11.9	62.4	.3	1.5	(¹)	1.8	1.9	.1	20.1
February.....	100.0	12.7	62.0	.3	1.5	(¹)	2.3	2.1	(¹)	19.1
March.....	100.0	18.7	43.9	.5	1.9	.1	6.9	2.9	.1	25.0
April.....	100.0	20.0	46.2	.4	1.6	.1	4.3	2.3	.1	25.0
May.....	100.0	24.8	34.4	.0	12.0	.1	2.7	2.7	.1	22.6
June.....	100.0	33.5	16.1	.0	10.6	.1	2.2	5.0	.1	31.8
July.....	100.0	24.1	42.4	.0	4.4	.1	1.9	2.7	.2	23.6
August.....	100.0	20.5	49.5	.7	3.0	.1	1.8	2.0	.1	22.3
September.....	100.0	35.0	24.7	.7	3.4	.2	2.1	2.7	.1	30.5
October.....	100.0	33.8	27.9	.7	2.4	.2	2.3	2.5	.2	30.0
November.....	100.0	21.8	50.4	.4	1.8	.1	2.4	2.7	.1	20.3
December.....	100.0	23.1	43.1	.0	2.3	.2	2.8	3.1	.1	24.7
1941										
Average.....	100.0	28.0	40.0	.4	1.9	.2	2.7	2.0	.1	23.5
January.....	100.0	19.4	49.3	.5	1.6	.2	3.5	2.8	(¹)	22.7
February.....	100.0	23.8	41.4	.4	1.5	.2	3.1	3.7	.1	25.8
March.....	100.0	21.7	50.9	.4	.9	.2	4.1	2.8	.1	18.9
April.....	100.0	23.3	49.4	.3	1.0	.1	3.1	2.6	.1	20.1
May.....	100.0	30.0	31.9	.3	6.9	.2	4.0	2.7	(¹)	22.5
June.....	100.0	39.4	22.3	.5	3.8	.2	3.1	3.1	.1	27.5
July.....	100.0	36.7	27.1	.5	1.9	.1	1.7	2.5	.1	29.4
August.....	100.0	24.9	50.6	.2	.9	.2	1.3	1.4	(¹)	20.5
September.....	100.0	33.7	37.3	.3	.9	.2	1.7	2.2	.1	23.6
October.....	100.0	30.8	43.7	.3	.6	.1	1.7	2.0	(¹)	20.8
November.....	100.0	33.8	31.9	.4	1.2	.2	1.9	3.6	.1	26.9
December.....	100.0	33.8	27.7	.3	1.2	.2	1.7	2.4	.1	32.6
1942										
Average (6 months).....	100.0	41.9	20.9	.4	1.0	.1	4.8	3.8	.1	27.0
January.....	100.0	20.8	30.5	.4	.9	.1	9.3	5.6	.1	23.3
February.....	100.0	34.8	28.4	.4	.9	.1	5.9	4.8	.1	24.6
March.....	100.0	39.9	24.1	.4	.8	.2	3.1	3.2	.1	28.2
April.....	100.0	49.9	11.7	.3	1.3	.2	3.0	2.9	.2	30.5
May.....	100.0	48.4	14.8	.2	1.0	.2	3.7	3.5	.1	28.1
June.....	100.0	50.8	13.8	.6	1.0	.1	3.1	2.7	.1	27.8

¹ Less than 0.05 percent.

Sources: New York City Department of Welfare, *Monthly Statistical*

Report, January 1940–July 1942; *Social Statistics*, New York State Department of Social Welfare, 1940 and 1941 issues; *Outdoor Relief in New York City*, Welfare Council of New York City, January 1941–June 1942.

Home Relief and NYA and CCC Employment

During the 2½-year period, concurrent relief supplementation of NYA and CCC earnings was of less importance in relation to the total relief load than was supplementation of WPA earnings largely because of the far greater number of WPA workers. In 1940 and 1941, on the average, only 1.5 percent of all home relief cases had income from NYA earnings and 0.3 percent from CCC allotments. The proportion of relief cases having NYA or CCC income declined during the latter part of 1941 and the first half of 1942; in June 1942 only 0.5 percent of all cases were receiving relief supplementary to NYA earnings, and 0.1 percent had income from the CCC.

Since the small earnings of high school students employed on NYA projects were not counted as income in determining eligibility for relief or the size of the relief grants, the NYA student work

program had little effect on the home relief load. Therefore, in relating cases of relief supplementation of NYA to the total NYA load, only the out-of-school work program has been considered. During 1940 the number of relief families with income from NYA represented, on the average, about 18 percent of the total number of out-of-school NYA workers.

Although after June 30, 1940, proof of financial need was no longer a prerequisite for NYA employment, the proportion of NYA workers in households also receiving relief was greater in July and August 1940 than earlier in the year. Figures on NYA employment from October 1940 onward are not entirely comparable with those for preceding months, but it may be assumed from comparable data for later months that the proportion of NYA workers whose families were receiving relief declined somewhat during 1941

Table 6.—Net change in New York City home relief case load, by reason for opening¹ or closing cases and by month, January 1940–June 1942

Year and month	Net change in case load	Net change because of—					
		Private employment	WPA employment	Other public employment	Unemployment insurance	Public assistance	Other reasons
1940							
<i>Average</i>	-331	+789	-1,445	+14	+162	-362	+511
January.....	+284	+2,833	-3,192	+47	+329	-319	+586
February.....	+803	+2,808	-3,827	+59	+349	-373	+787
March.....	+2,084	+2,322	-379	+45	+316	-739	+1,119
April.....	-166	+960	-1,019	+11	+67	-499	+314
May.....	-2,352	-65	-873	-6	-1,146	-464	+202
June.....	+22	-133	+784	+41	-560	-353	+243
July.....	-1,368	+64	-1,330	-12	-159	-292	+361
August.....	-1,066	+528	-2,839	-8	+792	-211	+672
September.....	+779	-110	-236	+17	+755	-162	+515
October.....	-804	-53	-659	-23	+474	-241	+198
November.....	-2,811	-63	-3,219	+1	+355	-375	+490
December.....	+24	+874	-1,558	-12	+381	-311	+650
1941							
<i>Average</i>	-1,705	-779	-748	-5	+45	-548	+151
January.....	-1,079	+1,210	-2,792	-10	+308	-111	+616
February.....	+1,193	+1,062	-658	+11	+315	-359	+822
March.....	+467	+311	-465	+19	+236	-540	+906
April.....	-3,074	-989	-1,724	0	+27	-533	+145
May.....	-1,903	-1,809	+1,312	-9	-652	-655	-90
June.....	-1,197	-1,622	+1,193	-26	-233	-344	-165
July.....	-579	-1,861	+2,148	-28	-83	-248	-507
August.....	-2,664	-1,609	-665	+8	+179	-192	-385
September.....	-4,054	-1,760	-1,975	-9	+153	-242	-221
October.....	-4,902	-1,568	-3,266	+5	+112	-250	+71
November.....	-2,023	-621	-1,289	-7	+55	-260	+105
December.....	-628	-87	-801	0	+99	-132	+293
1942							
<i>Average (6 months)</i>	-2,818	-1,528	-825	-15	+1	-495	+44
January.....	-2,332	-282	-1,399	+1	+62	-991	+277
February.....	-2,516	-856	-1,201	-11	+32	-646	+166
March.....	-2,451	-1,356	-938	-24	+35	-343	+175
April.....	-2,903	-2,109	-267	-14	-48	-304	-162
May.....	-3,898	-2,504	-645	-11	-35	-425	-278
June.....	-2,603	-2,056	-490	-29	-41	-263	+85

¹ Cases opened include those opened because of inadequacy, as well as because of loss, of income from given source.

² Does not include cases opened because of inadequacy of wages.

³ Does not include cases opened because of discontinuance of aid to the blind.

⁴ Includes cases opened because of inadequacy of wages from public employment other than WPA, and cases opened because of discontinuance of aid to the blind.

and in the first half of 1942. Until March 1942, however, it remained higher than the proportion of relief cases for WPA workers whose earnings were concurrently supplemented by relief. The greater extent of relief supplementation of NYA earnings is probably due to the fact that NYA was designed to provide individual rather than family income; monthly NYA earnings are well below WPA earnings, and, furthermore, NYA workers are usually secondary wage earners, for whom New York City relief allowances and permissible deductions from earnings are generally somewhat more liberal than for employed heads of families.

Cases of concurrent supplementation of CCC income were of much less importance than either WPA or NYA supplementation, not only in relation to the home relief load, but also in relation to the CCC load. The families of fewer than 6 percent of the CCC enrollees received concurrent supplementary relief during 1940, the only period for which data on CCC enrollment are available.

Neither the NYA nor the CCC program had much influence on openings or closings of relief cases. However, the CCC program influenced relief turn-over more greatly than did the larger NYA program, probably partly because the fixed CCC allotments to dependents were roughly comparable with total NYA earnings of the out-of-school workers and partly, too, because needs of the entire family group may have been considerably affected by the CCC enrollee's absence from home or by his return.

Home Relief and Unemployment Insurance

The direct measurable effect of the unemployment insurance system on the relief load, in terms both of concurrent supplementation and of relief turn-over, was considerably less than that of the WPA or private employment. Undoubtedly, the chief effect of unemployment insurance was indirect, in that partial compensation for loss of earnings enabled many workers to manage without relief who might otherwise have had to apply for some form of public aid. Then, too, expanding industrial activity in 1940 and 1941 increased the chances of a worker's returning to private employment before or shortly after his benefit rights had been exhausted.

Relief cases with income from unemployment insurance constituted no more than 8 in every 1,000 relief cases in any month of 1940 and over

the entire year averaged only 4 in every 1,000. In 1941 and 1942 the proportion declined, averaging approximately 3 in every 1,000 cases for 1941 and 2 in every 1,000 for the first 6 months of 1942. The declines may be attributed partly to the reduction of the unemployment insurance load and probably also to generally higher benefit payments. The proportion of unemployment insurance beneficiaries in households concurrently receiving relief ranged from a high of 9 in 1,000 in March 1940 to 2 in 1,000 in June 1942.

One reason for the relatively low proportion of insurance beneficiaries who received supplementary relief is the fact that workers who move from full-time private employment to unemployment insurance may have some savings to tide them over for a short period or can for a time get credit from the grocer, the landlord, or other sources. On the other hand, the very fact that certified WPA workers were eligible for relief at the time of assignment to WPA makes them less likely to have such savings or income from other sources and hence more likely to qualify for relief even though WPA earnings are in general substantially higher than unemployment benefits. Moreover, insurance beneficiaries have not ordinarily been a part of the relief load immediately before they become eligible for insurance benefits, whereas in New York where persons certified to WPA all come from the relief rolls, the needs of these workers are known to the relief agency at the time of assignment and, if the budgeted needs of the family exceed the WPA earnings plus any other outside income, the family is not dropped from the rolls but receives supplementary relief.

Turn-over of relief cases is affected in various ways by the operation of the unemployment insurance system. Relief cases closed because of receipt of unemployment insurance are usually those of workers who either received relief only during a waiting period or were on relief and again became eligible for benefits early in the new benefit year. A case classified as opened because of unemployment benefits may be accepted for relief while awaiting benefits, while receiving benefits which fall below the full relief budget for the family's needs, or after benefit payments have ceased.

In a broad sense, the opening of relief cases because of loss of private employment by persons not awaiting unemployment insurance is also

related to the insurance system. No specific information is available on the reasons why workers in these relief cases are not eligible for unemployment insurance. A special survey⁶ of all New York City relief cases accepted during a 5-week period in November and December 1941 indicated that, of the 2,755 adults in these cases who had been formerly employed, 2,117 were ineligible for unemployment benefits in the benefit year beginning April 1, 1941. Of this number, 42 percent had been in noncovered employment, chiefly in establishments with fewer than 4 employees. Second in importance to noncoverage was lack of sufficient wage credits, which barred 36 percent, the majority of whom had had no earnings in covered employment in the base year. Others were ineligible because they were either not able to work or not available for employment. Only 3.7 percent were ineligible at the time of acceptance for relief because they had exhausted their benefits for the current year during earlier spells of unemployment.

The average monthly number of home relief cases opened because of inadequacy or cessation of unemployment benefits declined from 490 in 1940 to 210 in 1941, and for the first 6 months of 1942 was only 66. Of the New York City workers who exhausted their benefit rights in the calendar year 1940, about 2 percent were accepted for relief specifically because of the cessation of benefit payments; during 1941, the proportion dropped to about 1 percent. Cases opened for workers awaiting unemployment insurance also declined during the 2½-year period, although less sharply; they averaged 380 a month in 1940, 220 in 1941, and 180 in the first half of 1942. Some of these cases were opened during the required 3-week waiting period for unemployment benefits; others undoubtedly were those of workers temporarily disqualified for benefits because of withdrawal from the labor market or refusal to accept employment, or for some other reason.

Cases closed because unemployment insurance was received dropped from a monthly average of 330 in 1940 to 170 in 1941 and only 65 during the first 6 months of 1942. This downward trend is associated not only with a generally declining unemployment insurance load but also with

⁶ Results of this survey conducted by the New York Unemployment Insurance Advisory Council and the Department of Welfare are summarized in *Unemployment Insurance and Home Relief*, Department of Welfare, City of New York, Sept. 26, 1942. For reasons for ineligibility, see p. 18, table 16.

higher earnings in private employment and better opportunities for workers to manage without resorting to relief during waiting periods for unemployment insurance. In 1940, 1.4 relief cases were closed for every 100 first payments of unemployment benefits, but in 1941 this figure was only 0.5.

Relief case openings due to inadequacy or cessation of benefit payments outnumbered case closings due to receipt of benefits in all months of 1940 and 1941, except May, June, and July of both years, when the relationship was reversed. Thus, the uniform benefit year (beginning April 1 until 1942, when the date was changed to June 1) influenced seasonal trends not only in the number of insurance beneficiaries but also in the movement of cases between the unemployment insurance and the relief programs. In 1942, case closings directly related to the insurance system exceeded case openings in April, May, and June, as workers applied for additional benefits for the extended benefit year or became eligible for insurance in the new benefit year in June.

Some information on the characteristics and circumstances of unemployment insurance beneficiaries in relief households is available from three special surveys.⁷ None of these surveys attempts to measure the extent of concurrent supplementation of insurance by relief. They provide data on beneficiaries in households which received relief at some time during a specified period—in one case, the benefit year; in one, 18 months; and in the third, 3 years. All three studies indicate, as do the New York City figures, that exhaustion of unemployment benefit rights is not a primary cause of relief supplementation. In Detroit, Mich., 26 percent of the beneficiaries who exhausted their rights in the benefit year ended June 30, 1939, were in households which received relief at some time between January 1, 1938, and June 30, 1939. However, 16 percent received relief before receipt of benefits, 7.5 percent both before and after, and only 2.6 percent received relief for the first time during these 18 months after exhausting their benefit rights. In Polk

⁷ Creamer, Daniel, and Wellman, Arthur, "Adequacy of Unemployment Benefits in the Detroit Area During the 1938 Recession," *Social Security Bulletin*, Vol. 3, No. 11 (November 1940) pp. 3-11; Freeman, Homer J., "Unemployment Benefit Rights and Beneficiaries in Polk County, Iowa, 1938-39," *Social Security Bulletin*, Vol. 5, No. 1 (January 1942), pp. 15-24; Bloom, Marvin, "Unemployment Compensation Beneficiaries and Benefit Rights in Ramsey County, Minnesota, 1939," *Social Security Bulletin*, Vol. 5, No. 8 (August 1942), pp. 17-30.

County, Iowa, in 1939, 13 percent of all beneficiaries studied were in households which received relief at some time during the benefit year, while 5.2 percent received relief only after exhaustion of benefit rights.

In the Ramsey County, Minn., study, relief experience was measured over a 3-year period, 1938-40, for beneficiaries whose benefit years ended in the first quarter of 1940. Altogether, 23 percent of the beneficiaries who exhausted their benefit rights were in households known to relief, but only 1.6 percent first received relief after exhausting benefit rights. The great majority of households had been receiving relief prior to the beneficiary's separation from employment. In other words, it would appear that many of the families which receive relief in supplementation of unemployment benefits have also received relief in supplementation of private earnings.

In both the Iowa and Minnesota studies it was clear that the unemployment insurance beneficiaries in relief and in nonrelief households differed little with respect to age, occupation, weekly benefit amount or potential duration of benefits, but that the relief households were notably larger and the beneficiaries receiving relief had on the average more dependents than those not receiving relief. The special New York City relief study referred to above also indicated that the size of the unemployment beneficiary's family affected his relief status; the larger the family, the sooner after loss of employment was it necessary for the family to apply for relief.

Home Relief and Old-Age and Survivors Insurance

Old-age and survivors insurance, under which the first monthly benefits were paid in January 1940, has had no very great direct effect on the home relief load, but the number of relief cases with outside income from old-age and survivors benefits rose with some consistency from 4 cases in July 1940, the first month for which data are available, to 230 in June 1942. The effects of old-age and survivors benefits were presumably greater with respect to old-age assistance and aid to dependent children than with respect to home relief.

Because of the nature of old-age and survivors insurance benefits, it is unlikely that many relief cases have been opened because of the discontinu-

ance of such benefits, although specific information is not available. The average monthly number of relief cases closed because of receipt of old-age and survivors insurance benefits was 10 in 1940, 15 in 1941, and 10 in the first half of 1942.

Home Relief and Special Types of Public Assistance

Cases of concurrent relief supplementation of old-age assistance, aid to dependent children, and aid to the blind may have an importance not entirely revealed by their relatively low ratios to the total home relief load, for the relative importance of these types of supplementation cases increased somewhat while concurrent supplementation of other public programs generally declined. There are, of course, two basic reasons for the rising proportions of home relief cases with outside income from these special types of public assistance: First, case loads for old-age assistance and aid to the blind increased during 1940 and 1941, and, although the load for aid to dependent children declined, the decrease was less rapid than that of the WPA load, for example; second, because of the long-term nature of these programs, turn-over within the public assistance loads is not nearly so great as in unemployment insurance and Federal emergency employment.

These assistance programs differ considerably from the public programs previously discussed not only in their characteristics but also in their relationships to the home relief program. Since the amounts of payments under the special types of public assistance are determined in accordance with budget schedules similar to those used for general relief, concurrent supplementary relief is not granted in New York for individuals receiving special assistance payments but may be allowed other members in those households. Furthermore, the influence of the special assistance programs on relief turn-over, unlike that of other public programs or private employment, is consistently apparent chiefly in the movement of cases from relief to special assistance. Ordinarily these cases have been accepted for relief pending verification of eligibility for assistance—a period which usually does not exceed 3 months—or have become eligible for special assistance for the first time while receiving relief. The much smaller number of cases moving in the opposite direction—that is, from special assistance to the relief rolls—

represents cases of continuing need that have ceased to meet other eligibility requirements for special assistance, such as age of children or absence of the parent from home.

The proportion of relief cases which had income from old-age assistance rose from 3.1 percent in January 1940 to 4.5 percent in June 1942. Similarly, home relief cases with income from aid to dependent children increased from 2.0 to 3.0 percent. Home relief cases receiving aid to the blind made up 0.2 percent of all relief cases in January 1940 and 0.4 percent in June 1942.

Of perhaps greater importance than the increases in the proportions of relief cases receiving special assistance—a rise which partly reflects the relative stability of these cases in a generally declining relief load—is the fact that such cases also increased somewhat in relation to the size of the loads of the various special assistance programs during 1940 and 1941. Old-age assistance recipients in households receiving relief averaged 9.4 percent of the total number of old-age assistance recipients for all months of 1940 and 9.7 percent for all months of 1941, but by June 1942 had dropped to 9.0 percent. Cases receiving both relief and aid to dependent children rose more sharply, from 12.3 percent of all aid to dependent children cases in January 1940 to 17.8 percent in April 1941; thereafter they declined somewhat, and during the first half of 1942 remained fairly constant at about 17 percent of the total. The proportion of all recipients of aid to the blind in households receiving relief rose fairly steadily from 21 percent in January 1940 to 26 percent in January 1941 and thereafter varied only slightly from month to month.

One possible reason for increases apparent in 1940 and 1941 is that, as living costs rise, the budget deficit for the entire family group is more likely to exceed the amount of the individual public assistance payment, in which case supplementary home relief may be needed. On the other hand, a rise in living costs may be more than offset by new or increased family income from private sources, a factor which may account for the slight reductions in 1942 in the number of old-age assistance and aid to dependent children cases with income from home relief.

That relief is granted concurrently with aid to the blind more frequently than with either of the other types of public assistance is perhaps

due partly to the fact that, unlike payments for aid to dependent children, which in New York City may include an allowance for the parent or other relative responsible for the care of eligible children, payments under the aid to the blind program in New York City are limited to the individual recipient. Furthermore, a larger proportion of persons receiving aid to the blind than of persons receiving old-age assistance live in households with other persons, and fewer live alone or with their spouses only. Consequently, a larger proportion of persons receiving aid to the blind are found in households receiving some other type of assistance. In New York City, aid to the blind is not granted to children under 18 if they are living in families receiving relief or to children under 16 receiving aid to dependent children. Undoubtedly, a high proportion of the recipients of aid to the blind are adults, many of whom may have dependents whose needs can be met only by home relief.

As was to be expected, throughout the 2½-year period, cases closed because of receipt of any one of the three types of special assistance far outnumbered cases opened because of the cessation of such assistance. In fact, during 1940 and 1941 the average monthly number of cases closed because of receipt of special assistance was almost four times the average number of cases opened because of loss of special assistance, and, during the first 6 months of 1942, case closings outnumbered case openings more than 6 to 1. The ratio of case openings to case closings differed, however, for the three special assistance programs. During the 2½-year period the monthly number of relief cases closed because of receipt of old-age assistance ranged from 97 to a high of 677, whereas no more than 5 cases were opened in any month because of loss of income from this type of assistance, which generally is discontinued only if adequate private resources become available or if the recipient dies. Almost half of all old-age assistance case closings during the entire period were due to the death of the recipients; other reasons for case closings included increased resources, savings, or support from relatives; institutionalization; and moving away from the city.⁸

Naturally enough, since aid to the blind is a

⁸ New York City Department of Welfare, *Monthly Statistical Report*, January 1940-June 1942.

relatively small program, even fewer relief cases were opened because of discontinuance of aid to the blind than because of discontinuance of old-age assistance. Relief case closings because of receipt of aid to the blind were considerably higher than case openings but were still insignificant.

On the other hand, relief cases opened because of discontinuance of aid to dependent children not only greatly outnumbered cases opened because of discontinuance of either of the other two types of special assistance but also much more nearly approached the number of case closings directly related to this assistance program. This situation was to be expected, as cases may cease to be eligible for aid to dependent children for a variety of reasons not necessarily associated with increased resources. Of all such cases closed during the year ended June 1942, almost a third were no longer eligible for this type of assistance either because the children had reached their sixteenth birthday or because parents had returned home, recovered from illnesses, or remarried.

Conclusion

Although, in a period of declining relief rolls, the extent of supplementation of other programs by general relief may not be great in terms of absolute numbers of cases, the proportion of New York City home relief cases receiving income from other sources is by no means insignificant. In no month of the first half of 1942 did the supplementary relief load fall below a third of the total case load. The proportions of beneficiaries of other programs in households also receiving home relief in June 1942 ranged from less than 1 percent of all unemployment insurance beneficiaries to one-fourth of all recipients of aid to the blind. About a sixth of all cases of aid to dependent children and a

tenth of all WPA workers were in households receiving supplementary relief grants.

Relief case closings outnumbered case openings in most months of the 2½-year period ended June 1942, and in all months but one from April 1941 onward. Transfers to WPA employment were of greatest significance in the over-all reduction of the relief load in 1940 and in most months of 1941, but, during the second quarter of 1942, private employment was by far the most important single factor. In June, transfers to private employment accounted for almost three-fourths of the total net reduction in the case load.

Relationships between home relief and other public programs and between home relief and private employment in New York City cannot of course be considered representative of such relationships in other areas, but the data for New York City do reveal the extent and patterns of the interrelationships of relief and other programs in a city where home relief grants and policies are relatively liberal. In many areas where relief is limited to "unemployables" or where relief budgets are so low as to make families with very meager income ineligible for any form of relief, the total supplementation load would of course be relatively smaller than in New York City. Also, the movement of cases between general relief and other programs is conditioned by the character of the relief load and the policies and procedures of the relief and other agencies in any given area.

Many of the trends in relief supplementation and in turn-over apparent during years of rising industrial activity may be reversed if there is heavy post-war unemployment. Within the more immediate future, the liquidation of the WPA program may result in an increase in the relief rolls when adequate private employment is not immediately available.