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The Extent of Dependency upon Old Age Assistance in South Dakota

J. P. Johansen

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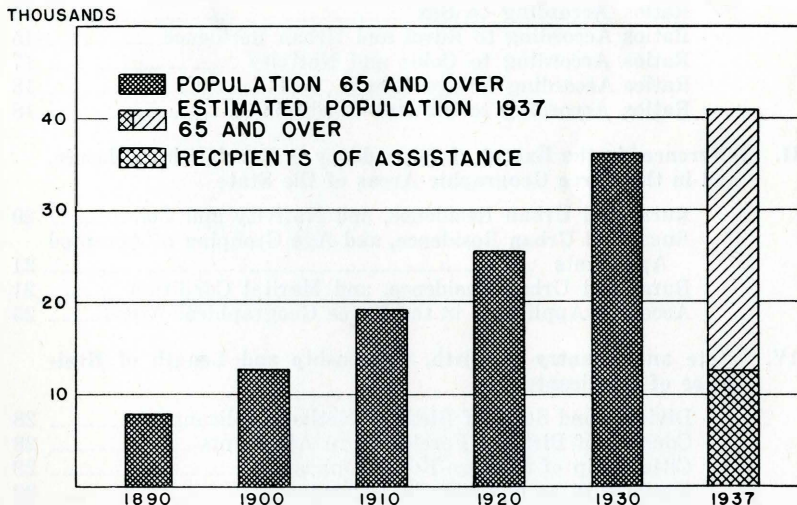
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The Extent of Dependency upon Old Age Assistance In South Dakota

By John P. Johansen



Note the increase of the population aged 65 and over from 1890 to 1930; the estimated aged population, 1937; and the proportion who are recipients of old age assistance.

See figure 3.

Department of Rural Sociology

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of Agriculture and Mechanics Arts, Brookings, South Dakota, Cooperating
with South Dakota Works Progress Administration, Mitchell, S. D.

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The Extent of Dependency Upon Old Age Assistance in South Dakota

By John P. Johansen¹

Introduction

The Problem of Old Age Dependency in South Dakota: A Summary.—During the first four months of operation of the South Dakota old age assistance plan, from October, 1936, through January, 1937, 18,267 aged persons made application for old age assistance. After due investigation of the applications, 15,397 aged persons were deemed needy and were accepted for assistance by the County Welfare Boards; 13,560 before January 31, and 1,826 after that date (See Table 1.). Of those who made application for assistance prior to February 1, 1,252 were rejected by the County Welfare Boards and 1,618 were pending or not disposed of when the survey was closed. In the month of January 13,069 individuals received assistance; in February the number was 13,039, or slightly less, but the number of needy cases exceeded the number of recipients by more than 2,000.

According to an estimate made by the Social Security Board, the number of persons who had attained the age of 65 and over numbered 41,000 in January, 1937. Recipients of old age assistance, therefore, constituted approximately 319 per thousand aged. Since all cases who made application before February 1 and who were found needy and eligible for assistance before February 1 or later numbered 15,397, the corresponding ratio would have been 376 per thousand of the aged population. This number of accepted cases, however, did not become recipients of old age assistance during subsequent months of the fiscal year. Instead, the number of recipients of assistance declined, mainly because of shortage of funds on the part of the State agency.

Since the state funds were insufficient to meet the need of all applicants from March through June, the Resettlement Administration (now the Farm Security Administration) agreed to come to the rescue of the state and gave resettlement grants to persons who normally would have received old age assistance. Even though there was an apparent decline in the number of recipients, this decline or reduction was partly a transfer to another federal agency.^{1a} Another large number of those who were least in need were placed upon their own resources, or became dependent upon aid from relatives or others. Most of these applicants were reported under the heading: Became self-supporting. Only in a temporary sense, however, could these transferred or inactive cases be considered closed.^{1b}

1. The author wishes to acknowledge his indebtedness to Professor W. F. Kumlien, State Supervisor of Rural Research, upon whose initiative the project was first proposed; and to Robert L. McNamara, who assisted in organizing the field work; and to Zetta Bankert and Frederic Witcher, who along with several other individuals rendered valuable services in organizing, editing and tabulating the materials. For the conclusions and general contents of this bulletin, the author is solely responsible.

1a. Statement by M. A. Kennedy, Works Progress Administrator and formerly Public Welfare Commissioner, Mitchell, S. D.

1b. See also *Second Annual Report of the Social Security Board, 1937*, p. 158.

In June, 1937—the last month of the provisional old age assistance plan—a total of 8,623 individuals received assistance. With advent of the new law for the administration and financing of old age assistance, the number of recipients again began to increase. (See Table 26). Figures released by the State Department of Social Security gave 12,269 recipients of old age assistance in November, and 13,261 in December, 1937. The present number of aged in need of public assistance has therefore surpassed the high mark experienced in January, 1937. While it is expected that the increase will be more gradual, the important question is at what level the need will become stabilized.

The problem presented by the needy aged is of a permanent not a temporary nature. It will not disappear with the return of prosperity; rather, the probabilities are that with the momentous increase in the aged population (as may be seen in Table 2) and with the tendency toward a wider acceptance of this form of public assistance, the number of aged dependents and the cost of assistance will increase. During the past five or six years thousands of families throughout the state have found it necessary to depend on various forms of public assistance, such as emergency relief, public works projects, grants and loans from the Resettlement Administration, mothers' pensions, and general public relief.² Such a state of depleted resources also points toward a greater number of dependent aged in the long run. A pronounced and lasting recovery of agriculture and industry in the state is necessary to bring about a partial rehabilitation of the aged.

Although the federal government has assumed somewhat more than one-half of the cost of old age assistance,³ the expenditures are so great as to make it rank with the largest financial problems of the state. In January, 1937, the total amount of assistance reached the peak of \$268,849. During the first nine months of old age assistance the amount of obligations incurred was nearly \$1,500,000.00 even though the amount of assistance was considerably reduced in April, May and June. For the calendar year, 1937, more than \$2,085,000.00 was granted for assistance. Allowances made for the period from July to December, 1937, amounted to \$1,012,000.00. If adequate funds are raised by the state, the average monthly expenditure for the coming year will probably not be less than \$250,000.00 per month, including the federal and state share. It goes without saying that the taxes which are levied for public support of the needy aged tend to raise the cost of living for every resident of the state. The administration of old age assistance is in itself one of the largest fields of public welfare services. To meet this emergency an almost entirely new system of administration had to be put into effect. An appraisal of the fiscal and administrative aspects of old age assistance is beyond the scope of this study.⁴

2. W. F. Kumlien, *A Graphic Summary of The Relief Situation in South Dakota* (1930-1935) Bulletin 310, S. D. Experiment Station, passim.

Paul H. Landis, *Rural Relief in South Dakota*, Bulletin 289, S. D. Experiment Station, passim.

Works Progress Administration, Division of Social Research, *Farmers on Relief and Rehabilitation*, by Berta Asch and A. R. Mangus, Chapter 1 and passim.

3. Payments in excess of \$30.00 a month to an individual are not matched by the Federal Government. In addition to the grant of one-half of the state expenditures, the Federal Government pays five per cent of this amount for administration and/or assistance.

4. The present state Department of Social Security was created according to the provisions of Chapter 220 of the Session Laws of South Dakota, 1937. The earlier Department of Public Welfare and the State Public Welfare Commission were created by an Act em-

Act provide adequately for those now of advanced age. For the people of South Dakota, therefore, the problem of providing for the aged needy is one which requires not only clear thinking but also great social and public responsibility. It is exceedingly urgent to plan for the present and for the future upon the basis of facts.

The primary information necessary for all other calculations is that which indicates the extent of the need of the aged. Data representing this need from month to month during the past year are not fully satisfactory indices as to what this need is likely to be in the near future. The present analysis of the peak load of applications (as it was approximately in January, 1937, before the emergency reduction began) will afford a series of clues which point toward a level of need considerably above the present one.

The Scope of the Present Study.—This study is based upon data pertaining to all aged men and women who made application for old age assistance to the County Welfare Boards in South Dakota from the beginning of operation of the state old age assistance plan in October, 1936, until February 1, 1937. The study is state-wide in scope covering 64 organized counties and five unorganized ones. The basic rule followed is that to be included in the study the aged person must have made a written application for assistance prior to February 1.

TABLE 1.—Accepted Applications for Old Age Assistance by Month of Application and Period of Approval by County Authorities

Month of Application	Number of Applicants Accepted During			Per cent Distribution Applications Accepted During		
	Total	Oct. 1-Jan. 31	Feb. 1-May 31	Total	Oct. 1-Jan. 31	Feb. 1-May 31
Total	15,386*	13,560	1,826	100.0	88.1	11.9
Male	8,845	7,835	1,010	100.0	88.6	11.4
Female	6,541	5,725	816	100.0	87.5	12.5
October, 1936	8,717	8,203	514	100.0	94.1	5.9
November, 1936	3,213	2,820	393	100.0	87.8	12.2
December, 1936	2,638	2,139	499	100.0	81.1	18.9
January, 1937	818	398	420	100.0	48.7	51.3

* Not including 11 applicants for whom the month of acceptance was not ascertained.

Not all of the aged applicants were needy or eligible for assistance. Hence, they are classified into three groups according to the status of their application at the time when the survey was closed in each county. First, we have the so-called accepted or approved applicants. These are the aged persons who were found to be eligible and needy according to the terms and provisions of the Social Security Act and according to the rules established by the State Welfare Commission. Their applications were approved for grants of assistance by the county social welfare directors and social investigators, and by the county boards. These accepted applicants are not fully, but nearly identical with those who later became and who are reported herein as recipients of old age assistance.⁶ Differences between these two terms arise on account of cases in which the decision of the State Public Welfare Commission differed from the decision of the county authorities; or, on account of the cases of individuals who died before receiving assistance; and finally those in which further examination showed the applicant to be ineligible.

6. Comparatively few individuals who received assistance during the first 9 months were later found to be ineligible for the original grant; they numbered 138 and constituted less than one per cent of all accepted applicants.

applications are about equally well defined. While the local administrative authorities probably differed to a considerable extent in their interpretation of eligibility so far as need is concerned and while it is acknowledged that in some counties the number of applications received and approved was held up because the county commissioners failed to employ an adequate staff, this study does not attempt to inquire into such differences of administration. The interpretation is based upon the assumption that an accepted or approved applicant is a reasonably uniform concept throughout the state. In most aspects of this study the emphasis is placed upon accepted applicants.

Aims of the Study.—When the Public Welfare Commission was considering the problem of placing the old age assistance plan in operation in this state, there was no authentic information available upon which to base an estimate of the number of persons who would be eligible or the cost of granting assistance to those in need. The Survey of the Aged proposed to meet this need by making an inquiry into the social and economic circumstances of the aged population of the state. In the meantime, before the survey project was authorized, the plan of assistance was placed in effect. Therefore, the foremost aim of this survey was to determine the number and to describe the general population characteristics of the applicants for old age assistance. The main concern of the study was the question: What is the extent of old age dependency in relation to the total aged population?

Information was collected, edited, classified and analyzed concerning the age, nativity and color, state and country of birth, citizenship, and marital condition of the aged. These characteristics are treated as factors influencing the present and the probable future extent of old age dependency. Once this basic ground work had been accomplished, further goals of inquiry were set up. We sought to ascertain the social and economic circumstances of the needy aged. Under this head we considered such matters as usual occupation, occupation during the past year, health and physical condition, medical care received, housing, living arrangement, number of living children, property status, and income of the applicants. The conclusions along these lines of the study are presented in a forthcoming bulletin entitled: *The Social and Economic Circumstances of Applicants for Old Age Assistance in South Dakota*.

As far as possible the data were classified and tabulated according to a consistent plan of complete cross-classification tables. For all applicants we present certain data classified by status of application; i.e., accepted, rejected and pending cases. So far as accepted applicants are concerned, we present cross-classification tables based upon categories of rural and urban residence, nativity and color, and the three principal geographical areas of the state. In the course of this treatment and analysis of the materials, a large number of cross-classification tables were produced. Some of these are presented in the body of the discussion, others have been omitted for lack of space.

Sources of Data.—The basic data for this study were obtained from the formal application blanks (I and II) filled by applicants for old age assistance. These sources were supplemented by information obtained from the case investigator or gathered from the case records. The monthly and quarterly publications of the Social Security Board were used to obtain certain information concerning the extent of old age assistance in

South Dakota and adjoining states. In order to bring the data up to date we obtained also certain lines of information from the South Dakota Public Welfare Commission and from the State Department of Social Security. As far as possible we used also the federal censuses of population, especially that of 1930 and the state population census of 1935. The publication *Social Security in America* giving "the factual background of the Social Security Act as summarized from staff reports to the committee on economic security," furnished an authoritative treatise on the economic problems of old age, the development of old age assistance laws in the United States, retirement systems, and allied topics. Legal and other sources were also employed to some extent and will be cited in the footnotes.

Acknowledgements.—This study was made possible through the cooperation of the South Dakota Public Welfare Commission and the state and federal Works Progress Administration. The latter agency financed the largest share of the project, designated the Survey of the Aged, in order to provide employment for needy professional, educational and clerical persons. The supervision of the study and the cost of writing and publishing the manuscript were provided for by the South Dakota Agricultural Experiment Station.

Requirements of the Social Security Act.—The South Dakota plan for old age assistance was adopted and promulgated by the South Dakota Public Welfare Commission, and received the approval of the Social Security Board on October 5, 1936. The principal provisions of the plan were established by administrative procedure and were in part based upon chapters 98, 134, and 165 of the Session Laws of 1935, and chapter 12 of the Special Session Laws of 1933. It was superseded on July 1, 1937 by legislation enacted and embodied in chapter 220 of the Session Laws of 1937. The original plan was adopted with a view to cooperating with the Social Security Board and obtaining the federal grants-in-aid of old age assistance. Therefore, the plan met the requirements of the Social Security Act which are substantially as follows:⁷

1. A State Plan must be submitted by the State to the Social Security Board. It must be state-wide, and, if administered by political subdivisions, must be mandatory upon them.
2. Financial participation by the State must be provided in the State Plan. However, State financial participation is not necessary before July 1, 1937, where the Board finds the State is so prevented by its constitution.
3. A single State agency must be established or designated to administer or supervise the administration of the State Plan.
4. The plan must provide methods of administration (other than those relating to selection, tenure, and compensation of personnel) necessary for the efficient operation of the plan.
5. Reports must be submitted by the State authorities in such form and containing such information as may be required by the Social Security Board.
6. Persons whose claims for assistance have been denied must be permitted an opportunity for a fair hearing before the State agency.

7. See the Social Security Act (Public-271-74th Congress) Section 2a and 2b; also, Federal Emergency Relief Administration, *Digest of Old Age Assistance Laws of the Several States and Territories*, October 1, 1935. Preface.

7. State Residence Requirement may not exceed 5 years within last 9 years. One year of residence immediately preceding application may be required.
8. United States citizens may not be disqualified, as for example, a requirement that a recipient must have been a citizen for a certain period.
9. After January 1940, the State Plan must provide an age limit of not over 65 years, but until then a 70-year limit is permissible.
10. One-half of any recovery by the State from the estates of a recipient must be paid to the United States.

Requirements for Eligibility.— In harmony with the provisions of the Social Security Act, and especially as enumerated above under points 7, 8 and 9, the South Dakota plan for assistance to needy aged established the following requirements for eligibility:⁸ "Any resident of South Dakota shall be eligible for old age assistance under this plan who:

- (a) Is a citizen of the United States, or has applied for citizenship;
- (b) Has attained the age of sixty-five years;
- (c) Has resided in South Dakota for at least two years during the nine years immediately preceding the application for Old Age Assistance and has resided therein continuously for one year immediately preceding the application.
- (d) Has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health;
- (e) Is not an inmate of, or being maintained by, any municipal, county, state, or national institution at the time of receiving assistance;
- (f) Has no child of sufficient ability to support the applicant and responsible under the law for the support of the applicant;
- (g) Has not at any time before or after making application for old age assistance made an assignment or transfer of property for the purpose of rendering himself eligible for old age assistance under this plan."

A comparison of terms of the Social Security Act and the conditions for eligibility established by the State Welfare Commission will indicate that the latter provisions were somewhat more liberal than the minima required for compliance with the Social Security Act. The state assumed the full responsibility of matching the federal grants. It is noteworthy that the requirement in regard to state residence was placed so low as two years within the nine years; that applicants were considered eligible by having declared their intentions to become citizens; that the age limit was placed at 65 although a 70 year limit would be permissible for some time, and finally that no provision was made for recovery by the state from the estates of recipients of assistance.⁹

⁸ South Dakota Public Welfare Commission, *Manual of Instruction for Old Age Assistance Plan*, October 6, 1936. p. 3.

⁹ Social Security Board, Bureau of Public Assistance, *Characteristics of State Plans for Old Age Assistance*, April 1, 1937.

An Estimate of the Number of Persons 65 Years of Age and Over in South Dakota, July 1, 1937

In order to ascertain accurately the ratio of aged dependents to the total number of aged, it is obviously necessary to know what is the number of persons who have attained the age of 65 and over. Unfortunately for the present year this number is not definitely known. It was reported by the census of 1930 as 36,915. The Fifth Census of the state of South Dakota taken in the year 1935, returned the number of such persons as 38,998. But this census did not make a complete enumeration of the Indian population, and it seems also true that it failed to make a complete enumeration of the white aged population. Since we lack an accurate inter-censal figure for the aged, it is also somewhat uncertain what is the true rate of aging of the population of the state. Naturally in making an estimate of the future volume of dependency of the aged, it is indispensable to determine fairly accurately the rate with which this aging process is taking place.

TABLE 2.—The total Population and the Population of Age 65 and Over and the Percentage Which the Aged Are of the Total Population, 1890-1935

Year	Total Population	Population 65 Years and Over	Per cent
1935	675,082	38,998*	5.8
1930	692,849	36,915	5.3
1920	636,547	25,536	4.0
1910	583,888	19,288	3.3
1900	401,570	12,836	3.2
1890	328,808	7,846	2.4

* This number does not include a full enumeration of the Indian population of the state aged 65 and over.

TABLE 3.—Ratios of Persons Aged (55 to 64) to Persons Aged (65 to 74) and (65 and Over) in 1930, According to Nativity

Nativity Groups	Column 1	Column 2	Column 3	Ratios	
	Those aged 55-64 in 1930	Those aged 65-74 in 1930	Those aged 65 and Over in 1930	Column 1 to 2	Column 1 to 3
All Nativity Groups*	42,550	26,269	36,915	162.0	115.3
Native White					
Native Parentage	13,285	7,738	10,950	171.7	121.3
Native White					
Foreign Parentage	10,414	5,258	6,361	198.1	163.7
Native White					
Mixed Parentage	3,258	1,406	1,774	231.7	183.7
Foreign Born White	14,196	10,931	16,351	129.9	86.8

* Including Indians and Other Races

The Social Security Board estimated that the number of persons aged 65 years and over in South Dakota as of January 1, 1937, was 41,000, and as of July 1, 1937, it was 42,000. These estimates were used as the bases of its calculation of ratios of persons receiving old age assistance. Our estimates and calculations lead us to believe that the latter figure is probably somewhat too high. The population of the state, however, is going through a rapid aging process. The reasons for this marked aging of the population as a whole are found mainly in the sudden influx of native and foreign born settlers into the state during the boom years from 1879-1885, the recent stoppage of immigration, and the consequent aging of immigrant groups and their descendants. See Table 3.

Since several unknown factors are involved in our calculations of the number of persons who have attained the age 65 years of age and over,

we present three alternative methods of reaching an estimate. Each of these alternatives involves a different set of assumptions.

First Alternative.—In this case it is assumed that the death rate for persons 65 years and over remained constant for the decade 1930-40 as compared with that of 1920-30 and that the rate of migration of aged persons out of the state and into it likewise remained constant during these two decades. We shall later indicate that neither of these two assumptions seems to be fully tenable.

Calculations based upon these assumptions lead us to conclude that the population which had attained the age 65 years and above numbered 43,500 as of July 1, 1937. The method whereby the estimate was reached was simply that of following the age groups (55-64) (65-74) (75-84) in 1920 through the decade to ten year older groups in 1930; then calculating the percentage of decrease; and next applying that percentage of decrease to the same age groups followed through the decade 1930-40. This gives us a calculated estimate of 46,418 persons as of 1940. By straight-line interpolation between 1930 (when the population aged 65 and over numbered 36,915) and the 1940 estimate, we find that in mid-year 1937 the population of this age and over should be 43,500. This estimate is distinctly too high.

TABLE 4.—Number of Aged, Deaths, and Death Rates per 1,000 Aged, 1922-1936, In South Dakota

Year	Number of Persons Aged 65 and Over			Deaths of Persons Aged 65 and Over			Death Rate Per 1,000 of the Aged		
	Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col. 7	Col. 8	Col. 9
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1936	40,600	22,400	18,200	2,824	1,658	1,166	69.6	74.0	64.1
1935	40,000	22,112	17,888	2,658	1,594	1,064	66.5	72.1	59.5
1934	39,400	21,850	17,550	2,762	1,590	1,172	70.1	72.8	66.8
1933	38,800	21,600	17,200	2,667	1,562	1,105	68.7	72.3	64.2
1932	38,150	21,300	16,850	2,500	1,466	1,034	65.5	68.8	61.4
1931	37,500	21,000	16,500	2,405	1,386	1,019	64.1	66.0	61.8
1930	36,915	20,749	16,166	2,318	1,376	942	62.8	66.3	58.3
1929	35,800	20,100	15,700	2,315	1,354	961	64.7	67.4	61.2
1928	34,600	19,450	15,150	2,382	1,391	991	68.8	71.5	65.4
1927	33,500	18,800	14,700	2,083	1,230	853	62.2	65.4	58.0
1926	32,300	18,200	14,100	2,042	1,155	887	63.2	63.5	62.9
1925	31,200	17,600	13,600	1,913	1,095	818	61.3	62.2	60.1
1924	30,050	16,950	13,100	1,899	1,103	796	63.2	65.1	60.8
1923	28,900	16,300	12,600	1,775	1,051	724	61.4	64.5	57.5
1922	27,800	15,700	12,100	1,701	991	710	61.2	63.1	58.7
1920	25,536	14,454	11,082	--	--	--	--	--	--

Source of data: The Federal Census of Population for 1920 and 1930; the State Census of Population for 1935; and the annual reports of the South Dakota State Board of Health.

Second Alternative.—The second alternative estimate of the number of aged may be obtained by subtracting the reported number of deaths of persons aged 65 and over for the years since 1930, from the number of aged reported by the 1930 census. To this we add the number of persons who were 60 to 64 years of age in 1930 and who survived till 1935 (deaths in this group calculated as 1,353). Furthermore, in this instance, no allowance was made for migration of aged out of the state. The result is an estimate of 41,812 aged persons in South Dakota as of the beginning of 1935.

In the light of such facts as we have, the assumptions involved in the above estimates do not seem to hold true. According to logic there should be, and according to statistical reports there is, a considerably higher death rate for persons aged 65 and over. These facts are shown in Table

4. For the calendar years 1930-36 inclusive, 18,134 deaths of persons 65 and over were reported;¹⁰ for the 7 years preceding the corresponding number was only 14,409. In all probability from 1920 to 1930 there was a somewhat more rapid aging of the population than there will be from 1930 to 1940. But along with that fact the number of deaths of aged persons is now considerably greater.

As to migration into the state and out of it, little is known, but it is safe to say that the conditions prevailing in South Dakota during the last 7 years have been much less favorable to migration into the state on the part of old people than were those of the 1920's. The depression, we believe, has tended to retard migration of aged persons out of the state.

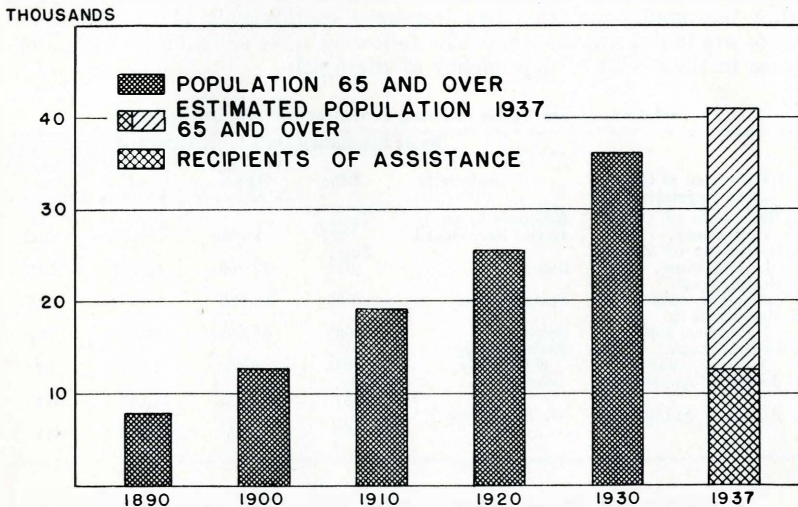


Fig. 3.—The Increase of the Population 65 Years of Age and Over, 1890-1930; the Estimated Aged Population 1937; and the Recipients of Old Age Assistance, 1937

Third Alternative.—In this case, therefore, we proceed on the basis of (1) a somewhat larger death rate of the aged; (2) an excess of emigration of the aged from the state of approximately 0.5 per cent per year; (3) a total number of 40,000 as of mid-year 1935. In other words, to the state census figure of 38,998 we add 1,002 in order to make allowance for the incomplete enumeration of the Indian and the probable deficiency in regard to the white aged population. By straight-line extrapolation we obtain the figure of 41,200 persons aged 65 and over in July, 1937. This estimate is in harmony with the assumptions we have made; and is especially in line with the fact that the population of the state is subject to an increasing death rate of the aged.

The fact that one-third of the living children of the applicants reside outside of South Dakota may well imply that the exodus of the aged is considerably greater than we have assumed. If the excess emigration by the aged is greater than 0.5 per cent of all aged, it will follow that the

10. The statistics concerning the number of deaths by certain age groups, and sex for the year 1936 were furnished us through the courtesy of the South Dakota State Board of Health, Pierre, South Dakota.

number of aged residing in the state is smaller than assumed in Table 4. (40,000 in July 1935); that the state census is more nearly correct; and that the ratio based on the Social Security Board estimate is too small.

It should be noted that differences between the various ratios of old age dependency arise partly from the use of different censuses or estimates, and partly from different definitions of the needy aged. In certain parts of this study is more convenient to use ratios which are based upon the estimate of the Social Security Board; in certain others we state the extent of dependency in terms of the state census of 1935. But since this census did not make a complete enumeration of the aged Indian population in certain counties, for certain comparisons we find it necessary to use the data of the federal census of 1930 as the bases of the ratios. But since the aged population has increased considerably since 1930 these ratios are in general too large. The following table summarizes the differences in the extent of dependency of the aged:

Variations in the Ratios Showing Extent of Old Age Dependency

Definition of the Aged Dependent	Authority	Basic Population Data		Extent of Dependency	
		Date	Number of Aged, 65 and over	Number of Persons	Per 1,000 Aged Persons
1. Recipients of O.A.A. in January, 1937	Estimate by the Social Sec. Board	Jan., 1937	41,000	13,069	319
2. Recipients of O.A.A. in December, 1937	Same	July, 1937	42,000	13,261	316
3. Recipients in January, 1937	State Census	1935	38,998	13,069	335
4. Recipients in December, 1937	Same	1935	38,998	13,261	340
5. Recipients in January, 1937	Estimated by this Study	July, 1936	40,600	13,069	322
6. Accepted Applicants	Same	July, 1937	41,200	15,397	374
7. Accepted Applicants	U. S. Census	Jan., 1930	36,915	15,397	417

Extent of Dependency upon Old Age Assistance in South Dakota

The following tables set forth actual (or absolute) and relative figures pertaining to the number of accepted applicants for old age assistance in South Dakota. The data have been classified according to the principal traits of the population, such as sex, age, color, nativity and marital condition of the applicants. The absolute figures have of course a distinct value in themselves as indicating the extent of dependency of the aged; but for our purposes the greater significance is usually attached to the relative figures. We use two types of indexes of the relative extent of old age dependency: first, the percentage distribution of accepted applicants as compared with that of the population 65 years of age and over in 1930, (Table 5); second, ratios of accepted applicants per hundred of the corresponding 1930 population groups, (Table 6). As the basis for these ratios and comparisons we have used federal census data for 1930.

In making these comparisons it is of course necessary to take cognizance of the fact that extensive population changes have occurred since the 1930 census was taken. Most notable in their effects upon the population of the state are: (1) the rapid aging of the people; (2) the stop-

page of immigration into the state; (3) the trend toward urbanization; and (4) the smaller number of children in the population.¹¹

Ratios According to Sex.—Men outnumber women to the extent of 8,849 male applicants to 6,548 females. This gives a ratio of 135 men to 100 women. However, it should not be interpreted to mean that men are a great deal more apt to be dependent than women; for the total population over 65 shows an almost equally large excess of men over women. In 1930 the ratio was 128.6 males to 100 females. Practically all of the tables presented in this bulletin divide the data according to sex. Table 6, for instance, shows that in the whole state the ratio of male dependency is somewhat greater than that of females but there are certain sub-classifications in which the ratio of dependency of the former is less than that of the latter.

TABLE 5.—Percentage Distribution Showing Rural and Urban Residence, Color and Nativity, Age by 5-Year Periods, and Marital Condition of the Approved Applicants for Old Age Assistance and the Population 65 Years of Age and Over in 1930 by Sex.

	Approved Applicants for Old Age Assistance			Population 65 Years of Age and Over, 1930		
	Total	Male	Female	Total	Male	Female
All Applicants	15,397	8,849	6,548	36,915	20,749	16,166
Rural-Urban Residence	100.0	100.0	100.0	100.0	100.0	100.0
Rural	82.2	83.3	80.6	78.8	80.5	76.6
Open Country	38.5	42.0	33.7	39.3	42.6	35.2
Village	3.7	41.3	46.9	39.5	37.9	41.5
Urban	17.8	16.7	19.4	21.1	19.5	23.3
Town	5.0	4.5	5.7	5.7	5.3	6.2
City	12.8	12.2	13.7	15.4	14.2	17.1
Color and Nativity	100.0	100.0	100.0	100.0	100.0	100.0
Native White						
Native Parentage	31.9	32.2	31.5	29.7	30.2	29.0
Mixed Parentage	6.3	6.3	6.4	4.8	4.9	4.7
Foreign Parentage	19.9	19.4	20.6	17.2	17.4	29.0
Foreign-born White	35.4	35.7	34.9	44.3	44.1	44.5
Colored						
Indian	4.8	4.4	5.3	3.9	3.4	4.8
All Other	0.2	0.2	0.1	0.1		
Not Ascertained	1.5	1.8	1.2			
Age	100.0	100.0	100.0	100.0	100.0	100.0
65 to 69 years	37.8	36.7	39.3	41.2	41.1	41.4
70 to 74 years	29.2	29.7	28.3	30.0	30.6	29.2
75 to 79 years	20.0	20.5	19.3	17.0	17.4	16.6
80 to 84 years	9.3	9.6	8.9	8.0	7.6	8.4
85 to 89 years	3.0	3.0	3.1	2.9	2.7	3.2
90 Years and Over	0.7	0.5	0.9	0.9	0.6	1.2
Marital Condition	100.0	100.0	100.0	100.0	100.0	100.0
Single	7.6	11.2	2.8	6.5	9.4	2.9
Married	49.0	56.7	38.6	55.5	64.1	44.4
Widowed	38.7	26.6	55.1	36.7	24.9	51.9
Divorced*	4.7	5.5	3.5	1.1	1.4	0.6
Unknown	--	--	--	0.2	0.2	0.2

* Including the number of applicants returned as "Separated."

Ratios According to Rural and Urban Residence.—It is necessary to call attention to the fact that the definitions of two of the sub-divisions of the rural area do not exactly agree with those used by the federal census of 1930. In this study "open country" territory includes farms and

11. See John P. Johansen, *Immigrants and Their Children in South Dakota*, Bulletin 302, S. D. Experiment Station. See Figure 4 and Figure 5, and Table 17.

villages having a population of less than 50 inhabitants. Over against this concept the federal census employs the term "rural-farm" which in general includes the population living on farms. Where we use the term village, the federal census uses the term "rural-nonfarm." This includes the population of all incorporated and unincorporated places having less than 2,500 inhabitants, but it does not include the population living on farms within the corporate limits of such villages. For practical purposes, however, we proceed on the assumption that our concept "open country" is comparable with the federal census term "rural farm" and that our term "village" corresponds to the federal census term "rural-nonfarm" population. Among applicants there were some who resided in open country territory but were not farmers; and there were also some applicants who lived on farms within the corporate limits of villages and towns and who were grouped with rural-nonfarm applicants. We conclude that the number of the first class would just about offset the number of the second.

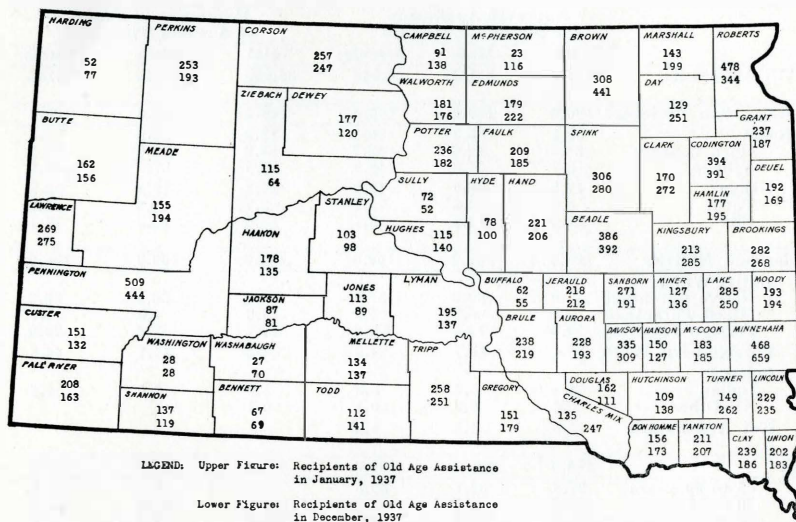


Fig. 4.—Number of Recipients of Old Age Assistance in January and December, 1937

In Table 6 we note the relatively greater dependency of rural as compared with urban populations. The ratios in this table as in those to follow indicate the number of applicants per hundred of the corresponding population groups. Especially great is the extent of dependency in the village with 46.1 per cent. Next follows the open country with 40.8 per cent; then the towns with 36.7 per cent; and lastly the cities with the lowest ratio of dependency, 34.7 per cent. The aging and the urbanization of the population 65 and over since 1930 will probably not alter these ratios materially. At present (1937) there are more aged persons in all four groups. There has probably been a somewhat greater retirement by the aged to towns and cities than to villages. The most striking and disconcerting fact is that 5,928 applicants or more than 38 per cent of all approved applicants reside in the open country; that is, on farms or in hamlets of less than 50 people. (Table 6). This fact, along with the large

extent of dependency in the villages (41.3 per cent of male applicants and 46.9 per cent of female applicants), points to the conclusion that agriculture in this state has failed to sustain its people. Seventy per cent of all accepted applicants gave their usual occupation as farming, 45.3 per cent of all applicants being farm owners and 19.2 per cent farm tenants.

TABLE 6.—Applicants for Old Age Assistance in Relation to Corresponding 1930 Population Groups Arranged According to (1) Rural-Urban Residence, (2) Color and Nativity, (3) Age by 5-Year Age Groups, (4) Marital Condition, By Sex

	Approved Applicants for Old Age Assistance			Population 65 Years of Age and Over in 1930			Ratios		
	Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col.	Col.	Col.
	Total	Male	Female	Total	Male	Female	1 to 4	2 to 5	3 to 6
All Applicants	15,397	8,849	6,548	36,915	20,749	16,166	41.7	42.6	40.5
Rural-Urban Residence									
Rural	12,649	7,372	5,277	29,113	16,708	12,405	43.4	44.1	42.5
Open country	5,928	3,719	2,209	14,527	8,839	5,688	40.8	42.1	38.8
Village	6,721	3,653	3,068	14,586	7,869	6,717	46.1	46.4	45.7
Urban	2,748	1,477	1,271	7,802	4,042	3,761	35.2	36.6	33.8
Town	770	396	374	2,099	1,094	1,005	36.7	36.2	37.2
City	1,978	1,081	897	5,703	2,947	2,756	34.7	36.7	32.5
Color and Nativity									
Native White									
Native									
Parentage	4,916	2,853	2,063	10,950	6,262	4,688	44.9	45.6	44.0
Mixed Parentage	976	560	416	1,774	1,014	760	55.0	55.2	54.7
Foreign									
Parentage	3,060	1,713	1,347	6,361	3,612	2,749	48.1	47.4	49.0
Foreign-Born									
White	5,446	3,160	2,286	16,351	9,153	7,198	33.3	34.5	31.8
Colored									
Indian	734	386	348	1,427)			51.4	57.1	46.3
All Other	27	18	9	52)	708	771	51.9		
Not Ascertained	238	159	79	--	--	--			
Age									
65 to 69 Years	5,820	3,248	2,572	15,211	8,520	6,691	38.3	38.1	38.4
70 to 74 Years	4,488	2,623	1,865	11,058	6,340	4,718	40.6	41.4	39.5
75 to 79 Years	3,077	1,813	1,264	6,294	3,605	2,689	48.9	50.3	47.0
80 to 84 Years	1,436	852	584	2,949	1,587	1,362	48.7	53.7	42.9
85 to 89 Years	469	266	203	1,075	564	511	43.6	47.2	39.7
90 Years and Over	107	47	60	328	133	195	32.6	35.3	30.8
Marital Condition									
Single	1,176	994	182	2,416	1,940	476	48.7	51.2	38.2
Married	7,541	5,016	2,525	20,483	13,301	7,182	36.8	37.7	35.2
Widowed	5,959	2,351	3,608	13,556	5,167	8,389	44.0	45.5	43.0
Divorced	412	278	134	395	300	95	104.3	92.7	141.1
Unknown	--	--	--	65	41	24	--	--	--

Ratios According to Color and Nativity.—One of the outstanding conclusions of this study is to the effect that the various nativity classes differ to a marked extent in the ratios of dependency. The foreign-born white applicants contribute considerably less than their share to the number of needy aged. Native white of mixed parentage, native white of foreign parentage, native white of native parentage, and the Indian population, all exceed the general ratio for the state. See Tables 5 and 6, also Fig. 6.

However, these indices of dependency should not be accepted at their full face value. There are, as Table 3 indicates, very marked differences in the degree with which the various nativity groups are increasing in the upper age groups. We have shown this by indicating the ratio of the population from 55 to 64 years of age in 1930 to the population aged 65 to 74 in 1930. The foreign born white show the smallest proportion. That

is, this group has undoubtedly been subject to a relatively smaller increase of the aged since 1930; while the native white of mixed parentage, if we follow the same clue, would have had the greatest relative increase of the aged.

Ratios According to Age Groups.—Table 6 shows the age distribution by 5-year periods of approved applicants for old age assistance and of the population 65 years of age and over in 1930. It indicates also the ratios of dependency. With regard to these, it is noticeable that dependency is relatively greatest for those from 75 to 85 years of age. But again these figures are affected by the aging of the population since 1930 and should not be taken entirely as they stand.

TABLE 7.—Ratios of Approved Applicants for Old Age Assistance in Relation to Corresponding 1930 Population Groups Arranged According to Nativity and Age Groups

Age	Approved Applicants for Old Age Assistance			The Corresponding Population Groups 65 Years and Over in 1930						Ratios		
	Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col. 7	Col. 8	Col. 9	Col. 10	Col. 11	Col. 12
	Total	Male	Female	Total	Male	Female	1 to 4	2 to 5	3 to 6			
Native White												
Native Parentage												
All Ages	4,916	2,853	2,063	10,950	6,262	4,688	44.9	45.6	44.0			
65 to 69 Years	1,881	1,070	811	4,381	2,474	1,907	42.9	43.2	42.5			
70 to 74 Years	1,365	803	562	3,357	1,951	1,406	40.7	41.2	40.0			
75 to 79 Years	1,013	599	414	1,890	1,127	763	53.6	53.1	54.3			
80 Years and Over	657	381	276	1,322	710	612	49.7	53.7	45.1			
Native White												
Mixed Parentage												
All Ages	967	560	416	1,774	1,014	760	55.0	55.2	54.7			
65 to 69 Years	455	260	195	897	491	406	50.7	53.0	48.0			
70 to 74 Years	264	142	122	509	319	190	51.9	44.5	64.2			
75 to 79 Years	154	90	64	243	148	95	63.4	60.8	67.4			
80 Years and Over	103	68	35	125	56	69	82.4	121.4	50.7			
Native White												
Foreign Parentage												
All Ages	3,060	1,713	1,347	6,361	3,612	2,749	48.1	47.4	49.0			
65 to 69 Years	1,288	679	609	3,056	1,715	1,341	42.1	39.6	45.4			
70 to 74 Years	860	497	363	2,202	1,256	946	39.1	39.6	38.4			
75 to 79 Years	608	354	254	817	467	350	74.4	75.8	72.6			
80 Years and Over	304	183	121	286	174	112	106.3	105.2	108.0			
Foreign Born White												
All Ages	5,446	3,160	2,286	16,251	9,153	7,098	33.5	34.5	32.2			
65 to 69 Years	1,792	1,009	783	6,340	3,560	2,780	28.3	28.3	28.2			
70 to 74 Years	1,740	1,033	707	4,591	2,626	1,965	37.9	39.3	36.0			
75 to 79 Years	1,120	665	455	3,040	1,717	1,323	36.8	38.7	34.4			
80 Years and Over	794	453	341	2,280	1,250	1,030	34.8	36.2	33.1			

If we break down the data according to nativity, it is quite apparent that dependency seems to increase with age (Table 7). So great, however, has been the increase in the native white of mixed parentage and the native white of foreign parentage in the upper age groups that some of the ratios exceed 100 per cent, which, of course, in reality is not possible. Some of the increase of dependency in old age, therefore, must be discounted as a purely statistical phenomenon due to the aging of the population.

Ratios According to Marital Condition.—In spite of the fact that almost half of all accepted applicants were married persons, married men and women have lower ratios of dependency than single, widowed and divorced applicants. The ratios for women are on the whole considerably less than those for men. Especially marked is the margin between depen-

dependency for single men (51.2 per cent) and dependency for single women (38.2 per cent). Widowed persons do not appear to have quite as high ratios of dependency as single ones; yet widowhood is a prominent factor in old age dependency. Widows constitute 55.1 per cent of all female approved applicants, while the corresponding percentage for widowers is 26.6 per cent. (See Table 5). In regard to divorced persons we again encounter the anomaly that the ratio for women (141.1 per cent) exceeds 100 per cent. While undoubtedly there is an association between divorce and dependency, the ratios must again be discounted to some extent. Since 1930 the number of divorced persons who have reached 65 years of age and over has undoubtedly been materially increased. It is also likely that the federal census returns are not accurate in regard to this marital condition. In other words, all divorced persons are not reported as such.

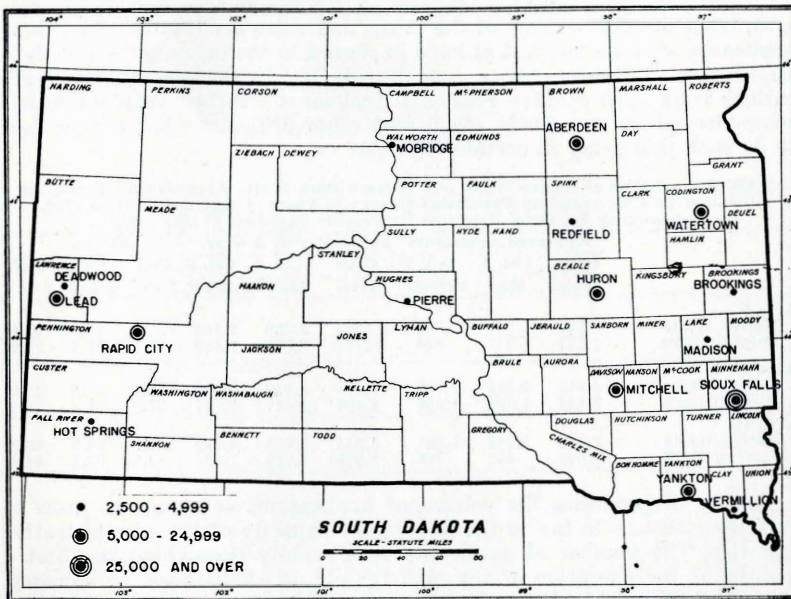


Fig. 5.—Urban Centers and Counties of South Dakota, 1930

Ratios of Dependency in the Three Geographic Areas.—Some of the reason why the foreign born have a lower ratio of dependency than other nativity groups may be due to the fact that they have a favorable age distribution. Their number may be somewhat less subject to increase from lower age groups and more subject to decrease by death in the upper age groups than is the case with regard to the native white of foreign and mixed parentage. The calculations presented in Table 8 indicate decisively that they have lower ratios of dependency throughout the state than the whole group of the native whites. In other words, we can not say, for example, that they have relatively fewer needy people because they live in more favorable geographic conditions. Besides this fact, this table also shows clearly the increase in dependency as we proceed from Area I to Area II into Area III.

Differences in the Extent of Dependency in Rural-Urban Classes

Table 9 shows the whole number of applicants for old age assistance classified according to the status of their applications at the close of the survey (that is, the close of the survey in the county welfare offices) and according to the rural and urban residences of the aged. The most significant points are the comparatively even percentages of rejected applicants in the rural and urban areas coupled with distinct differences in the percentages of accepted and pending cases. Open country applicants had the smallest proportion of accepted cases and the largest proportion of pending ones.

From the standpoint of administrative disposal of applications, county welfare authorities kept well abreast of the intake of applications from town residents. Since many of the towns and cities are county seats, these applicants were the nearest at hand in regard to the investigation of their application. But there was a considerable lag in the disposal of applications from open country residents. Inclement weather, impassable and snow-blocked country roads, along with other difficulties had a good deal to do with this delay in certain counties.

TABLE 8.—Ratios of Native White and Foreign Born White Approved Applicants in Relation To Corresponding Population Groups 65 Years of Age and Over in 1930, According To Three Principal Geographic Divisions of The State

	Approved Applicants			Population 65 & Over			Ratios		
	Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col.	Col.	Col.
	Total	Male	Female	Total	Male	Female	1 to 4	2 to 5	3 to 6
Area I									
Native White	1,854	1,052	802	5,294	2,889	2,405	35.0	36.4	33.3
Foreign Born	1,277	717	560	5,777	3,097	2,680	22.1	23.2	20.9
Area II									
Native White	4,515	2,512	2,003	9,436	5,343	4,093	47.8	47.0	48.9
Foreign Born	3,144	1,791	1,353	8,494	4,817	3,677	37.0	37.2	36.8
Area III									
Native White	2,583	1,562	1,021	4,354	2,655	1,699	59.3	58.8	60.1
Foreign Born	1,025	652	373	2,079	1,239	840	49.3	52.6	44.4

In the larger cities the volume of applications continued to grow to such an extent as to tax to the utmost the capacity of the administrative agencies. The number of applicants rose rapidly throughout the first 4 months of the operation of the plan for old age assistance. In January, 1937, 13,069 individuals received assistance. In the month of February the number was almost as large, namely, 13,039. During the following months on account of shortage of funds it became necessary to reduce the number of recipients and the allowances granted.

In Table 10, accepted applicants are classified in terms of two of the most important social factors affecting old age dependency: rural-urban residence and nativity and color. It is a striking and somewhat paradoxical fact that the foreign-born white contribute a larger number of applicants than native groups; yet, as we have shown in Table 5 and Table 6, they have a lesser ratio of dependency than the native white. The reason for the large number of foreign-born applicants must be attributed to their peculiar age distribution. The reason for their low rate of dependency probably inheres in their greater family solidarity, their more frugal ways of living, and their lower standards of living. The foreign-born white constituted more than 44 per cent of the population which had

reached the age of 65 years of age and over in 1930. But this population element is rapidly being reduced by high death rates. Indians appear to be worse off than any other group in the state. They have considerably more than the state average of aged dependents. They are predominantly rural, and live under highly adverse climatic, agricultural, and socio-economic conditions. Indian women, especially, contribute greatly to the number and proportion of open country applicants.

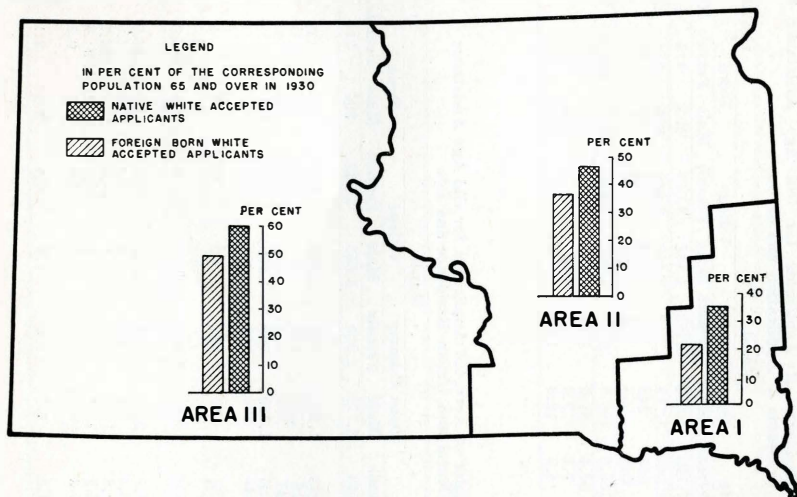


Fig. 6.—Ratios of Aged Dependents according to Nativity and Color in the Three Geographic Areas of the State

Age Distribution of Accepted Applicants.—Throughout the rural and urban areas of the state, as may be seen in Table 11, there is a tendency for women applicants to show a pronounced concentration in the lower age groups as compared with men. That this is the case may probably be explained by the fact that in those families where both husband and wife were deemed eligible, the wife is usually several years younger than her husband. In the age groups from 70 to 79 years, the percentages for women are uniformly smaller than those for men. The village is the customary place of retirement of the aged: hence, village applicants are markedly older than those from farms or towns and cities. The age distribution of applicants indicates the volume of dependency in terms of the applicants' life span. If dependency is a permanent condition, the concentration in the lower age brackets makes the burden of dependency greater, not only in the immediate future but in the long run. On the other hand, if the extent of dependency may be reduced, for example, by the economic recovery of farm family applicants, then the large percentages in the lower age groups auger well for the future.

Several significant facts in regard to the marital condition of the applicants appear in Table 12. Single aged men register a much larger number and per cent of dependents than do the single aged women. Especially outstanding are also the differences between eligible and ineligible spouses of married applicants. Women have a much greater proportion of eligible husbands while men have a much greater pro-

TABLE 9.—Rural and Urban Residence of Applicants for Old Age Assistance in South Dakota by Status of Application and by Sex

Status of Application	Rural									
	The State			Open Country		Village		Town		City
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male
All Applications	18,267	10,475	7,792	4,622	2,758	4,162	3,555	428	412	1,263
Accepted	15,397	8,849	6,548	3,719	2,209	3,653	3,068	396	374	1,081
Rejected	1,252	696	556	348	219	244	224	28	36	76
Pending	1,618	930	688	555	330	265	263	4	2	106
Per Cent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Accepted	84.3	84.5	84.4	80.5	80.1	87.8	86.3	92.5	90.8	85.6
Rejected	6.8	6.6	7.1	7.5	7.9	5.9	6.3	6.6	8.7	6.0
Pending	8.9	8.9	8.8	12.0	12.0	6.4	7.4	0.9	0.5	8.4

TABLE 10.—Nativity and Color of Accepted Applicants for Old Age Assistance According to Rural and Urban Residence and Sex

Nativity and Color	Rural									
	The State			Open Country		Village		Town		City
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male
All Applicants	15,397	8,849	6,548	3,719	2,209	3,653	3,068	396	374	1,081
Native White										
Native Parentage	4,916	2,853	3,063	1,102	581	1,171	999	159	138	421
Mixed Parentage	976	560	416	192	117	251	198	31	18	86
Foreign Parentage	3,060	1,713	1,347	714	424	698	626	84	91	217
Foreign-born White	5,446	3,160	2,286	1,329	789	1,399	1,137	111	118	321
Indians	734	386	348	320	266	62	80	—	1	4
Others (including non-ascertained)	265	177	88	62	32	72	28	11	8	32
Per Cent										
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Native White										
Native Parentage	31.9	32.2	31.5	29.6	26.3	32.0	32.6	40.2	36.9	38.9
Mixed Parentage	6.3	6.3	6.4	5.2	5.3	6.9	6.4	7.8	4.8	7.9
Foreign Parentage	19.9	19.4	20.6	19.2	19.2	19.1	20.4	21.2	24.3	20.1
Foreign-born White	35.4	35.7	34.9	35.7	35.7	38.3	37.1	28.0	31.6	29.7
Indians	4.8	4.4	5.3	8.6	12.0	1.7	2.6	—	0.3	0.4
Others (including non-ascertained)	1.7	2.0	1.3	1.7	1.5	2.0	0.9	2.8	2.1	3.0

TABLE 11.—Age Distribution of Accepted Applicants for Old Age Assistance,
by Rural and Urban Residence and by Sex

Age	Rural								Urban			
	The State			Open Country		Village		Town		City		
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
All Applicants	15,397	8,849	6,548	3,719	2,209	3,653	3,068	396	374	1,081	897	
65 to 69 Years	5,820	3,248	2,572	1,485	917	1,218	1,128	147	150	398	377	
70 to 74 Years	4,488	2,623	1,865	1,106	616	1,077	903	106	100	334	246	
75 to 79 Years	3,077	1,813	1,264	720	391	801	645	86	69	206	159	
80 to 84 Years	1,436	852	584	294	190	410	281	39	35	109	78	
85 to 89 Years	469	266	203	94	74	126	84	16	19	30	26	
90 Years and Over	106	46	60	20	21	20	27	2	1	4	11	
Per Cent												
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
65 to 69 Years	37.8	36.7	39.3	39.9	41.5	33.3	36.8	37.1	40.1	36.8	42.0	
70 to 74 Years	29.2	36.7	28.5	29.7	27.9	29.5	29.4	26.8	26.7	30.9	27.4	
75 to 79 Years	20.0	20.5	19.3	19.4	17.7	21.9	21.0	21.7	18.4	19.0	17.7	
80 to 84 Years	9.3	9.6	8.9	7.9	8.6	11.2	9.2	9.9	9.4	10.1	8.7	
85 to 89 Years	3.0	3.0	3.1	2.5	3.3	3.5	2.7	4.0	5.1	2.8	2.9	
90 Years and Over	0.7	0.5	0.9	0.5	1.0	0.6	0.9	0.5	0.3	0.4	1.2	

TABLE 12.—Marital Status of Accepted Applicants for Old Age Assistance,
According to Rural and Urban Residence and Sex

Marital Status	Rural										Urban			
	The State			Open Country		Village		Town		City				
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female			
All Applicants	15,397	8,849	6,548	3,719	2,209	3,653	3,068	396	374	1,081	897			
Single	1,176	994	182	436	48	395	84	41	8	122	42			
Married: Eligible spouse	4,675	2,371	2,304	919	897	1,084	1,045	107	102	261	260			
Married: Non-eligible spouse	2,866	2,645	221	1,187	91	1,022	97	116	7	320	26			
Widowed	5,959	2,351	3,608	994	1,112	956	1,746	107	238	294	512			
Separated	309	210	99	78	33	88	33	11	7	33	26			
Divorced	412	278	134	105	28	108	63	14	12	51	31			
Per Cent														
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0			
Single	7.6	11.2	2.8	11.7	2.2	10.8	2.7	10.4	2.1	11.3	4.7			
Married: Eligible spouse	30.4	26.8	35.2	24.7	40.6	29.7	34.1	27.0	27.3	11.3	4.7			
Married: Non-eligible spouse	18.6	29.9	3.4	31.9	4.1	28.0	3.2	29.3	1.9	29.6	2.9			
Widowed	38.7	26.6	55.1	26.7	50.3	26.2	56.9	27.0	63.6	27.2	57.1			
Separated	2.0	2.4	1.5	2.1	1.5	2.4	1.1	2.8	1.9	3.1	2.9			
Divorced	2.7	3.1	2.0	2.8	1.3	2.9	2.0	3.5	3.2	4.7	3.4			

portion of ineligible wives. The origin of this disparity is traceable to the tendency for men to marry women considerably younger than themselves. The term "eligible" in this classification refers not only to the age requirement but also to the need of the applicant.

The extent of age inequality between husbands and wives is given in Table 13 which shows the age distribution for wives and husbands of married accepted applicants for old age assistance. Of 5,016 husbands whose applications for assistance were accepted, 2,215 had wives under 65 years of age. About half of these wives were found in the age-group from 60 to 64. The cases in which the wives are older than the husbands are relatively infrequent, as is indicated by the fact that only 140 out of 2,525 wives had husbands younger than themselves. More than two-thirds of the husbands in the age group 65-69 years had married women under 65 years of age. Further breakdown of these data (the tables have been omitted on account of lack of space) reveal that age-differences of 10 or 15 years are quite common, the wives being that much younger than the husbands. For example, 178 of the 5,016 male married applicants had wives who were less than 50 years of age.

TABLE 13.—Age Distribution of Wives and Husbands of Married Accepted Applicants for Old Age Assistance

Age of Husband	All Wives			Age of Wife	All Husbands		
	Total	Under 65	65 and over		Total	Under 65	65 and over
All Husbands*	5,016	2,215	2,801	All Wives	2,525	140	2,385
65-69 Years	2,040	1,382	658	65-69 Years	1,261	98	1,163
70-74 Years	1,511	609	902	70-74 Years	755	32	723
75-79 Years	971	174	797	75-79 Years	392	7	385
80-84 Years	405	45	360	80-84 Years	93	3	90
85 Years and Over	89	5	84	85 Years and Over	24		24
Per Cent				Per Cent			
All Husbands:	100.0	44.2	55.8	All Wives:	100.0	5.6	94.4
65-69 Years	100.0	67.7	32.3	65-69 Years	100.0	7.8	92.2
70-74 Years	100.0	40.3	59.7	70-74 Years	100.0	4.2	95.8
75-79 Years	100.0	17.9	82.1	75-79 Years	100.0	1.8	98.2
80-84 Years	100.0	11.1	88.9	80-84 Years	100.0	3.2	96.8
85 Years and Over	100.0	5.6	94.4	85 Years and Over	100.0		100.0

* All husbands and wives whose applications were approved by county authorities.

In families where the age difference between husband and wife is so great, a two-fold sort of dependency is likely to occur, dependent fathers being associated with dependent children. Such a condition is likely to occur on account of remarriage of widowers. The extent of this condition was ascertained by tabulation of the number of dependent children of married male accepted applicants whose wives were under 65 years of age. This tabulation is limited to a sample consisting of 12 counties. For this reason, the relative figures are more important than the absolute ones. They are set forth in Table 14 which classifies the applicants according to age of the wives. First of all, the presence of dependent children is a comparatively frequent condition: Nearly one-fourth of all applicants whose wives were under 65 years of age had one or more dependent children. The younger the wives, the more likely it is that there will be 2 or 3 more dependent children in the family. Conversely, the older the wives, the larger is the percentage of families in which there are no dependent children.

As we have seen, there is commonly a considerable age difference between husbands and their wives, the latter being usually quite a number of years younger than the former. Custom also is to the effect that

the husband must take the initiative in applying for old age assistance. Marriedness, therefore, tends to work out as follows as a factor in dependency of the aged: In the less frequent cases in which the husband is younger than his wife, although she may be eligible from the standpoint of age, she is less likely to be needy because he, being younger, is still able to support her. On the other hand, when the husband is older than his wife as is frequently the case, she is often ineligible from the standpoint of age. Furthermore, if a grant has been made in response to his application, she may not apply for assistance even though she meets the age requirement because the one grant is deemed sufficient for both husband and wife.

TABLE 14.—Number of Dependent Children of Married Male Accepted Applicants for Old Age Assistance Whose Wives Were Under 65 Years of Age, Classified According to the Age of the Wives

Age of Wives			Age of Wives		
Number of Dependent Children			Number of Dependent Children		
Sample of 12 Counties			Sample of 12 Counties		
Num-ber	Per Cent		Num-ber	Per Cent	
All Wives Under 65 Years of Age			Wives 55-59 Years of Age		
467 100.0			135 100.0		
No Dependent Children			No Dependent Children		
467 76.9			101 74.8		
1 Child			2 Children		
65 13.7			6 4.4		
2 Children			3 Children		
20 4.3			2 1.5		
3 Children			4 or More Children		
14 3.0			2 1.5		
4 or More Children					
10 2.1					
Wives Under 50 Years of Age			Wives 60-64 Years of Age		
33 100.0			253 100.0		
No Dependent Childrne			No Dependent Children		
13 39.3			220 86.9		
1 Child			25 9.9		
3 9.1			2 Children		
6 18.2			5 2.0		
2 Children			3 Children		
5 15.2			2 .8		
3 Children			4 or More Children		
6 18.2			1 .4		
4 or More Children					
Wives 50-54 Years of Age					
46 100.0					
No Dependent Children					
25 54.3					
1 Child					
12 26.1					
2 Children					
3 6.5					
3 Children					
5 10.9					
4 or More Children					
1 2.2					

The widowed status is distinctly associated with old age dependency. This again is much more true for women than for men. More than half of all women applicants, 55.1 per cent to be exact, are widows. Widows outnumber widowers by a margin of 3,608 to 2,351. A similar margin is found throughout the various rural and urban areas. Since the opportunities for making a living or obtaining gainful employment are very limited for the elderly widowed woman, and since the customary means of provision for old age have failed to meet the test, widowhood is in no small degree a cause of dependency. This is especially true under urban conditions; it is less so in the open country. Widows are a smaller proportion of women applicants in the open country class than in villages, towns and cities.

For the purposes of analysis, we divide the state into three areas, or regions. Area I consists of the 12 so-called corn-limit counties in the southeastern part of the state. From the standpoint of intensive agriculture, this is the most favored of the three areas. In most of the counties of this area, the average annual precipitation is normally larger than in the other two. The dominant crops are corn, oats, barley, wheat, and tame hay. Area II includes all of the remainder of the state east of the Mis-

souri river, together with Gregory county, west of the river. Agriculture is more extensive, and precipitation less than in the first area. From the standpoint of types of farming, it is less homogeneous than Area I. There is less emphasis upon corn and livestock feeding, and more upon small grains, flax, and live-stock grazing. Area III comprises the remainder of the state west of the Missouri river. It is not a homogeneous socio-economic area, but includes (1) several counties with a population which is predominantly Indian; (2) the early-settled Black Hills area; and (3) the large, sparsely and recently settled ranching counties. It includes some of the most prosperous, as well as some of the poorest counties of the state. Some of the factors which are involved in old age dependency are therefore covered up so far as this area is concerned. It was hardly possible, however, to carry out the analysis in this study in further details than the three areas shown.

TABLE 15.—Rural and Urban Residence of the Aged Population and of the Accepted Applicants for Old Age Assistance in Three Geographical Areas of the State

Rural-Urban Residence	Area I		Area II		Area III	
	Aged	Accepted	Aged	Accepted	Aged	Accepted
	Population	Applicants	Population	Applicants	Population	Applicants
All Classes	11,110	3,194	18,209	7,851	7,569	4,352
Open Country	3,371	767	7,181	2,883	3,975	2,278
Village	4,632	1,474	7,678	3,714	2,276	1,533
Town	1,022	381	553	203	524	186
City	2,085	572	2,797	1,051	821	355
All Classes	100.0	100.0	100.0	100.0	100.0	100.0
Open Country	30.3	24.0	39.4	36.7	52.3	52.3
Village	41.7	46.2	42.2	47.3	30.0	35.2
Town	9.2	11.9	3.0	2.6	6.9	4.3
City	18.8	17.9	15.4	18.4	10.8	8.2

In this study, it will be recalled that cities are urban incorporated places having more than 5,000 inhabitants, and that towns are urban incorporated places having from 2,500 to 5,000 residents. Accordingly, in Area I the cities are Sioux Falls and Yankton and the towns are Brookings, Madison and Vermillion. In Area II the cities are Aberdeen, Huron, Mitchell and Watertown and the towns are Pierre, Redfield and Mobridge. In Area III the cities are Rapid City and Lead and the towns are Deadwood and Hot Springs.

When the percentage distribution of accepted applicants in these three areas is placed in juxtaposition with the percentage distribution of the aged population, as may be seen in Table 15, several significant conclusions may be pointed out. Towns (except in Area I) and cities have distinctly smaller proportions of accepted applicants than they should have from the standpoint of their aged population. Furthermore, during the interval since 1930, the percentage of the aged has very likely increased to a considerable extent. Villages throughout the three areas have larger proportions of dependents than the basic population of the aged. Finally, in the open country the proportions of accepted applicants compare favorably with those of the aged population. In Area III the two percentages are equal, but it should be borne in mind that there is a difference between our definition of the term "open country" and the comparable federal census caption "rural farm." In Area III there are more than 100 small hamlets with a population of less than 50 which have been grouped with the open country territory. This fact may well be the reason why

the open country accepted applicants constitute so large a percentage of all applicants.

But entirely apart from these comparisons, the fact that 52.3 per cent of the aged applicants in Area III reside in the open country is in itself evidence of the destitute condition of the aged in this part of the state.

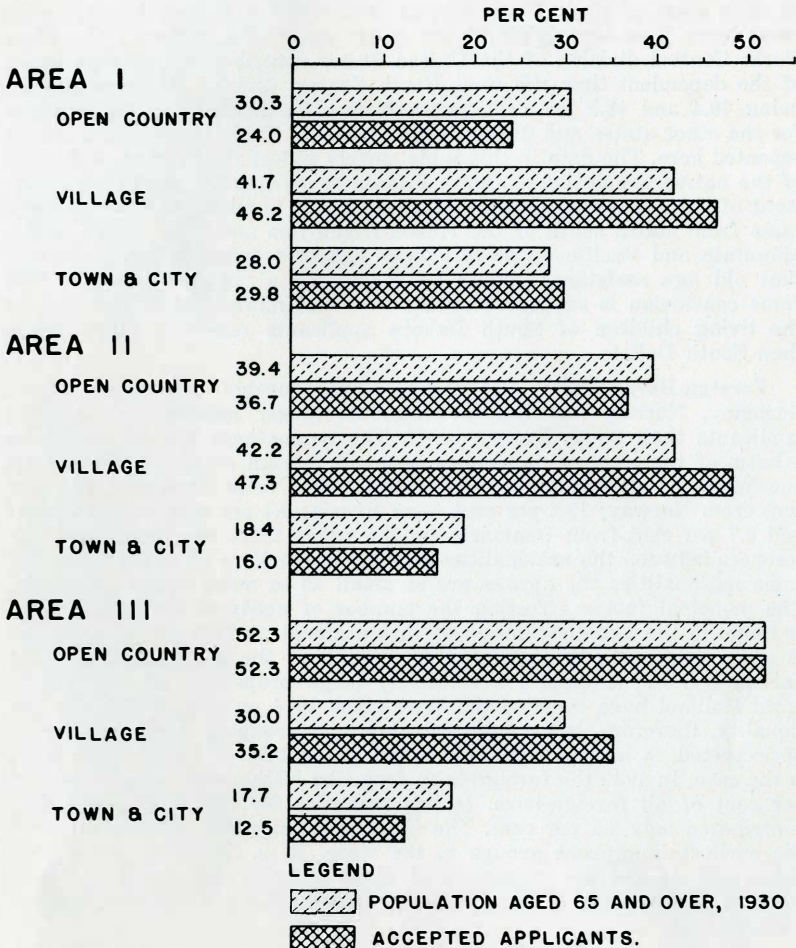


Fig. 7.—Ratios of Aged Dependents according to Rural-Urban residence in the Three Geographic Areas of the State

This diagram is interpreted as follows (beginning at the top): While according to the 1930 census, 30.3% of the aged population of Area I resided in the open country, in 1936-37, 24.0% of all accepted applicants came from this population class. Again, this contrast may be observed: In Area I 24.0% of all accepted applicants resided in the open country, in Area II and Area III the corresponding percentages were 36.7 and 52.3 respectively.

State and Country of Birth, Citizenship, and Length of Residence of Applicants

Division and State of Birth.—Iowa, Wisconsin, Illinois and Minnesota rank above South Dakota itself as the state of birth of applicants for old age assistance. More than 22 per cent of all native applicants were born in Iowa, while only 6 per cent of the native applicants gave South Dakota as their state of birth. From distant Ohio, New York and Pennsylvania came more than one-eighth of the needy aged. The states of the West North Central division of the United States contributed a smaller share of the dependent than the East North Central division, the percentages being 40.4 and 43.5 per cent respectively. The number and percentages for the other states and divisions are shown in Table 16 and need not be repeated here. The data in this table clearly reflect the inter-state origins of the native population of South Dakota as well as the westward movement of the American people. Relatively small numbers and percentages came from states south of the Mason-Dixon line and from states of the Mountain and Pacific divisions. These figures emphasize the contention that old age assistance should be considered a national problem. The same conclusion is supported by the fact that more than 30 per cent of the living children of South Dakota applicants reside in other states than South Dakota.

Foreign-Born White Applicants.—Three foreign countries, namely Germany, Norway and Russia contribute larger numbers of accepted applicants than South Dakota itself. The percentages are calculated on a basis of the total of applicants from all foreign countries. More than one-fourth of all foreign-born applicants came from Germany; 22.0 per cent from Norway; 13.4 per cent from Russia; 9.1 per cent from Sweden; and 6.7 per cent from Denmark. On the whole there are no marked differences between the nationalities in their proportions of needy aged. For some nationalities the figures are so small as to make ratios unreliable. The principal factor affecting the number of needy of each nationality is found in the age distribution of that nationality. This age distribution is again related to the earliness or recency of the immigration of that nationality. For example: a relatively large proportion of immigrants from Holland have come to the state since 1914 or since 1900. This nationality, therefore, has a relatively low age grouping. Hence, it should be expected to have a relatively small proportion of needy aged. Such is the case. In 1930 the foreign-born from the Netherlands constituted 4.6 per cent of all foreign-born. In our statistics for the needy aged they contributed only 2.1 per cent. The German immigrants constitute one of the earliest immigrant groups in the state. It is, therefore, one of the oldest groups and the proportion of aged needy in this group is larger than its proportion of all foreign-born; namely, 25.4 per cent over against 19.3 per cent.

Citizenship.—Until 1935, the old age assistance laws of several states required as many as 15 years of citizenship before the applicant would be eligible for assistance. The Social Security Act liberalized this requirement by making it "a condition of approval of a plan that the state should not deny aid to any citizen of the United States on the grounds of a special citizenship requirement." Neither the original plan nor the present act requires full citizenship. The condition is that the applicant

TABLE 16.—Division and State of Birth of Native Born Accepted Applicants for Old Age Assistance in South Dakota

Division and State	Number			Per Cent			Division and State	Number			Per Cent		
	Total	Male	Female	Total	Male	Female		Total	Male	Female	Total	Male	Female
Born in the United States	9,939	5,684	4,255	100.0	100.0	100.0					100.0	100.0	100.0
WEST NORTH CENTRAL							SOUTH ATLANTIC (Cont.)						
Minnesota	4,020	2,239	1,781	40.4	39.4	41.9	Virginia	43	27	16	0.4	0.5	0.4
Iowa	678	364	314	6.8	6.4	7.4	West Virginia	48	26	22	0.5	0.5	0.5
Missouri	2,221	1,262	959	22.3	22.2	22.5	North Carolina	8	6	2	0.1	0.1	0.0
North Dakota	282	154	128	2.8	2.7	3.0	South Carolina	2	2	—	0.0	0.0	0.0
South Dakota	25	9	16	0.3	0.2	0.4	Georgia	4	2	2	0.0	0.0	0.0
Nebraska	595	317	278	6.0	5.6	6.5	Florida	3	2	1	0.0	0.0	0.0
Kansas	181	103	78	1.8	1.8	1.8	EAST SOUTH CENTRAL						
	38	30	8	0.4	0.5	0.2	Kentucky	133	79	54	1.3	1.4	1.3
EAST NORTH CENTRAL							Tennessee	77	42	35	0.8	0.7	0.8
Ohio	4,319	2,492	1,827	43.5	43.8	42.9	Alabama	37	25	12	0.4	0.4	0.3
Indiana	424	248	176	4.3	4.4	4.1	Mississippi	9	5	4	0.1	0.1	0.1
Illinois	365	225	140	3.7	4.0	3.3		10	7	3	0.1	0.1	0.1
Michigan	1,493	817	676	15.0	14.4	15.9	WEST SOUTH CENTRAL						
Wisconsin	275	177	98	2.8	3.1	2.3	Arkansas	24	15	9	0.2	0.3	0.2
NEW ENGLAND							Louisiana	6	2	4	0.1	0.0	0.1
Maine	199	126	73	2.0	2.2	1.7	Mississippi	5	3	2	0.1	0.1	0.0
New Hampshire	38	25	13	0.4	0.4	0.3	Oklahoma	1	1	—	0.0	0.0	0.0
Vermont	24	16	8	0.2	0.3	0.2	Texas	12	9	3	0.1	0.2	0.1
Massachusetts	57	36	21	0.6	0.6	0.5	MOUNTAIN						
Rhode Island	50	29	21	0.5	0.5	0.5	Montana	181	102	79	1.8	1.8	1.9
Connecticut	22	18	4	0.2	0.3	0.1	Idaho	78	45	33	0.8	0.8	0.8
MIDDLE ATLANTIC							Wyoming	1	1	—	0.0	0.0	0.0
New York	903	532	371	9.1	9.4	8.7	Colorado	85	45	40	0.9	0.8	0.9
New Jersey	533	316	217	5.4	5.6	5.1	New Mexico	13	9	4	0.1	0.2	0.1
Pennsylvania	32	22	10	0.3	0.4	0.2	Arizona	2	1	1	0.0	0.0	0.0
SOUTH ATLANTIC							Utah	—	—	—	0.0	0.0	0.0
Delaware	338	194	144	3.4	3.4	3.4	Nevada	1	1	—	0.0	0.0	0.0
Maryland	134	82	52	1.3	1.4	1.2	PACIFIC						
District of Columbia	6	4	2	0.1	0.1	0.0	Washington	17	12	5	0.2	0.2	0.1
	19	13	6	0.2	0.2	0.1	Oregon	2	1	1	0.0	0.0	0.0
	1	—	1	0.0	0.0	0.0	California	4	3	1	0.0	0.1	0.0
								11	8	3	0.1	0.1	0.1
							State not ascertained	9	5	4	0.1	0.1	0.1

TABLE 17.—Principal Countries of Birth of Foreign-Born Applicants for Old Age Assistance, by Rural and Urban Residence and By Sex Accepted Applicants Only

Country of Birth	Rural								Urban			
					Open Country		Village		Town		City	
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
All Applicants from Foreign Countries	5,458	3,165	2,293	1,329	793	1,400	1,140	112	118	324	242	
1. Germany	1,389	811	578	368	216	339	275	26	33	78	54	
2. Norway	1,199	668	531	294	214	286	231	25	31	63	55	
3. Russia	729	668	531	294	76	261	243	13	10	18	19	
4. Sweden	499	312	187	155	77	105	82	14	7	38	21	
5. Denmark	365	231	134	107	51	95	58	4	7	25	18	
6. Canada	323	190	133	62	26	81	67	11	8	36	32	
7. England and Wales	218	133	85	49	23	59	38	4	6	21	18	
8. Czechoslovakia	172	97	75	58	37	35	35	--	1	4	2	
9. Ireland	131	74	57	27	18	30	26	4	6	13	7	
10. Netherlands	115	72	43	37	11	35	27	--	1	--	4	
All Other Countries	318	196	122	83	44	74	58	11	8	28	12	

Country of Birth	Rural								Urban			
					Open Country		Village		Town		City	
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
All Applicants from Foreign Countries	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
1. Germany	25.4	25.6	25.2	27.7	27.2	24.2	24.1	23.2	28.0	24.1	22.3	
2. Norway	22.0	21.1	23.2	22.1	27.0	20.4	20.3	22.3	26.3	19.4	22.7	
3. Russia	13.4	12.0	15.2	6.7	9.6	18.6	21.3	11.6	8.5	5.6	7.9	
4. Sweden	9.1	9.9	8.2	11.7	9.7	7.5	7.2	12.5	5.9	11.7	8.7	
5. Denmark	6.7	6.0	5.8	4.7	6.4	6.8	5.1	3.6	5.9	7.7	7.4	
6. Canada	5.9	6.0	5.6	4.7	3.3	5.8	5.9	9.8	6.8	11.1	13.2	
7. England and Wales	4.0	4.2	3.7	2.9	2.9	4.2	3.3	3.6	5.1	6.5	7.4	
8. Czechoslovakia	3.2	3.1	3.3	4.4	4.7	2.5	3.1	--	0.8	1.2	0.8	
9. Ireland	2.4	2.3	2.5	2.0	2.3	2.1	2.3	3.6	5.1	4.0	2.9	
10. Netherlands	2.1	2.3	1.9	2.8	1.4	2.5	2.4	--	0.8	--	1.7	
All Other Countries	5.8	6.2	5.3	6.2	5.5	5.3	5.1	9.8	6.8	8.6	5.0	

must be a citizen of the United States or have applied for citizenship. In practice, the latter phrase is interpreted to the effect that the applicant must have declared his intention to become a citizen. This declaration must be legally valid in that not more than 7 years may have lapsed since it was made. A survey of 42 state plans for old age assistance as of April 1, 1937 reveals that South Dakota is the only state retaining this requirement. It is a survival from the days when the western states, in order to attract settlers, granted the right to vote or to settle public lands upon the basis of the declaration of intention to become a citizen. The preponderance of states requires citizenship; but 7 states prescribe no legal requirements along this line.¹²

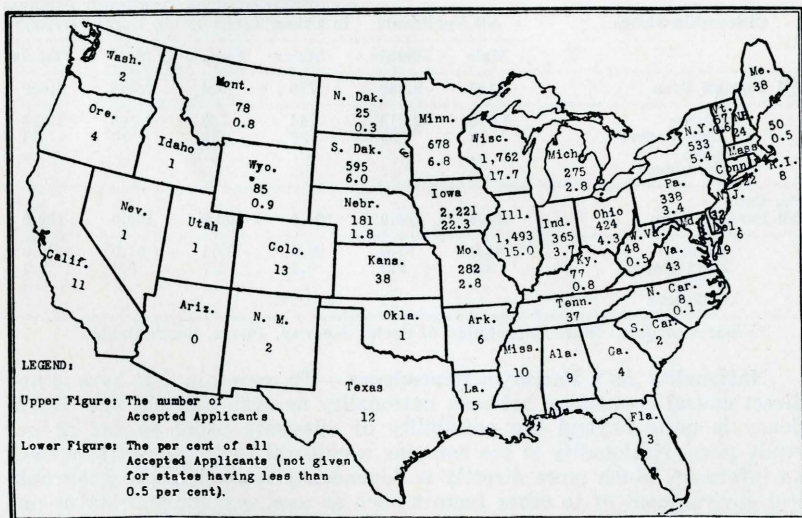


Fig. 8.—State of Birth of Native Accepted Applicants

The census of 1930 showed that a much greater proportion of the foreign-born in South Dakota (81.8 per cent) were naturalized citizens than of the foreign-born in the United States as a whole (58.8 per cent). This difference in acquirement of citizenship is mainly to be attributed to the fact that South Dakota immigration is much older and arrived earlier than that of the whole United States. Statistics concerning the year of immigration, also taken in 1930, reveal the fact that only 7.3 per cent of all immigrants in the state have come since 1915 while close to 60.0 per cent came before 1900. For the United States the corresponding percentages are: 23.0 per cent arrived since 1915 and only 32.7 per cent came before 1900.

The requirement that the applicant shall have declared his intention to become a citizen should not occasion much delay or hardship; for the declaration "may be made by any eligible alien 18 years of age or more at any time after arrival in the United States. The process of naturalization cannot ordinarily be completed, however, until at least 2 years

12. Social Security Board, Bureau of Public Assistance, *Characteristics of State Plans for Old Age Assistance*, *passim*.

(but not more than 7 years) have elapsed after the declaration of intention; nor until the applicant has resided at least 5 years continuously in the United States and at least 6 months continuously in the county in which his petition is filed.¹³ A comparatively small number of the foreign born applicants, as shown in Table 18, would be excluded if complete naturalization were required. Aliens do not appear in this tabulation of accepted applicants. One may note below that 44 applicants failed to meet the citizenship requirements.

TABLE 18.—Citizenship of Foreign-Born Accepted Applicants for Old Age Assistance, October, 1936—June 30, 1937

Citizenship Status	All Applicants		Applicants Residing in Urban Territory		Applicants Residing in Rural Territory	
	Male	Female	Male	Female	Male	Female
All Foreign Born	3,106	2,263	770	604	2,336	1,659
Citizen	3,010	2,213	744	588	2,266	1,626
First Papers	96	50	26	16	70	34
Alien	--	--	--	--	--	--
Unknown	--	--	--	--	--	--
Per Cent						
All Foreign Born	100.0	100.0	100.0	100.0	100.0	100.0
Citizen	96.9	97.8	96.6	97.3	97.0	98.0
First Papers	3.1	2.2	3.4	2.7	3.0	2.0
Alien	--	--	--	--	--	--
Unknown	--	--	--	--	--	--

* Source of data: State Department of Social Security, Pierre, South Dakota

Nationality As a Factor in Dependency.—To maintain that here is any direct causal connection between nationality as such and old age dependency is quite beyond the possibility of adequate proof so far as our study goes. Nationality is too complex a cultural factor to warrant such an inference. Much more directly is dependency related to the geographical environment or to other factors such as age, sex, marital status and urban residence. The last mentioned implies occupation which in turn is related to income.

The nature of the applicant's family and community organization, especially as embodied in family and kinship group solidarity is undoubtedly closely related to the dependency of the aged upon public assistance. The most pertinent illustration of this fact is found in the Hutterite colonies, although the determining factor is probably not so much the family unit as it is the characteristic economy of these people.¹⁴

Special inquiry from county welfare directors yields the interesting fact that not a single applicant for old age assistance has come from the members of these colonies. Neither have these colonists applied for relief during the emergency years of 1932-36. One county welfare director writes us "Our records indicate that we have never had an application for relief from any member of the Hutterian Brethren. They have not received county or federal aid nor have they applied for old age assistance."

13. Bureau of the Census, U. S. Department of Commerce, *Fifteenth Census of the United States, 1930*, Vol. 2, 401, 402, 415.

14. For the Social organization of the Hutterian Brethren see John P. Johansen, *Immigrant Settlements and Social Organization in South Dakota*, Bulletin 313, S. D. Experiment Station, 30-39. Also, Bertha W. Clark "The Hutterian Communities," *Journal of Political Economy*, 32: 357-74, and 32: 468-86.

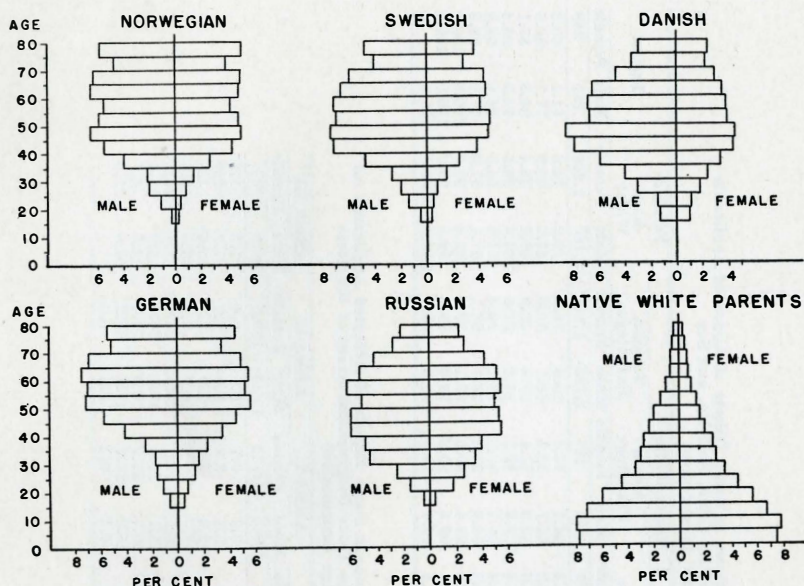


Fig. 9.—Age-Distribution of Selected Foreign-Born Nationalities in South Dakota, 1930

Comment on Fig. 9.—This figure illustrates the great differences in age-distribution of (1) certain foreign-born nationalities and of (2) native whites having native parents (lower right pyramid). There are also marked differences between Norwegian, Swedish and German groups on the one hand, and the Danish and Russian (i. e., German-Russian) on the other. In each of the five foreign-born groups the bar at the top includes all persons 75 years old and over, while the one at the bottom includes all persons under 20. In immigrant groups at present there are very few foreign-born children and young adults but many old people. Obviously, these facts have a direct bearing upon the extent of old age dependency of the foreign-born class as a whole and of specific nationalities as well. These graphs are based upon S. D. data from the census contained in the special report: *Age of the Foreign-born White Population by Country of Birth*.

Years of Continuous Residence.—Only 7.2 per cent of all applicants have resided in South Dakota less than 15 years according to the returns of the survey of the aged. Of the others here, 56.2 per cent have resided in the state 35 years or more. There are well marked differences in the length of residence of the various nativity groups: the Indian applicants have the longest period of residence to their credit, more than 60.0 per cent have resided in the state 55 years or over.

In regard to the years of continuous residence in South Dakota, Table 20 presents a pronounced bi-modal frequency distribution. When analyzed according to geographic areas, the statistics reflect the settlement history of the state. In Area I, which is the oldest part of the state, between 45 and 50 per cent of the applicants have 45 years of residence or more to their credit. In Area II the bi-modal tendency is most evident. In other words, there is a large frequency in the group from 25 to 34 years of residence; then a drop in the next 10 years group (35 to 44 years), and then a

TABLE 19.—Years of Continuous Residence in South Dakota of Approved Applicants For Old Age Assistance, By Color, Nativity, and Sex Cumulative Arrangement

Years of Residence	All Classes			Native White						Foreign-born White		Indian	
				Native Parentage		Mixed Parentage		Foreign Parentage					
	Total	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
All Applicants	15,397	8,849	6,548	2,853	2,063	560	416	1,713	1,347	3,160	2,286	386	348
55 Years or over	15.5	15.0	16.2	11.8	10.4	14.1	14.4	15.6	16.6	12.2	14.6	61.1	60.3
45 Years or over	41.5	39.9	43.7	32.2	33.2	40.7	42.3	43.1	45.6	41.2	46.9	77.7	80.5
35 Years or over	56.2	54.8	58.0	45.6	45.6	52.9	53.4	55.8	58.9	60.1	65.4	84.5	87.1
25 Years or over	81.4	80.5	82.5	74.5	75.4	77.9	83.2	81.6	83.3	84.6	86.5	94.3	95.4
15 Years or over	92.6	92.3	93.1	89.6	90.4	90.7	93.0	93.2	93.4	94.5	94.8	96.6	98.0
10 Years or over	95.9	95.7	96.2	94.3	94.7	94.6	95.4	96.1	96.1	97.1	97.3	97.4	98.8
5 Years or over	99.1	99.0	99.2	98.7	98.5	98.4	99.0	99.1	99.4	99.4	99.5	100.0	100.0
2 Years or over	99.9	99.8	99.9	99.9	99.9	99.6	99.8	99.8	99.9	99.8	99.9	100.0	100.0
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 20.—Years of Continuous Residence in South Dakota of Accepted Applicants for Old Age Assistance Residing in the Three Geographical Areas of the State (Percentage Distribution)

Years of Residence	THE STATE			AREA I		AREA II		AREA III	
	Total	Male	Female	Male	Female	Male	Female	Male	Female
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 5 Years	0.8	0.8	0.7	0.9	0.7	0.5	0.4	1.3	1.3
5-9 Years	3.2	3.3	3.0	3.8	3.8	2.0	2.2	5.2	3.9
10-14 Years	3.3	3.4	3.1	3.9	3.4	1.9	2.2	5.6	4.5
15-24 Years	11.3	11.7	10.6	12.0	10.8	10.0	8.9	14.6	13.8
25-34 Years	25.2	25.7	24.5	18.1	17.2	24.5	24.3	33.1	30.7
35-44 Years	14.6	14.8	14.3	15.1	11.4	17.0	16.4	11.0	12.4
45-54 Years	26.1	25.0	27.5	20.7	25.9	32.9	34.1	14.6	15.7
55 Years or Over	15.4	15.0	16.2	25.2	26.7	11.1	11.2	14.5	17.6
Not Ascertainable	0.1	0.2	0.1	0.4	0.2	0.2	0.2	--	--

large increase in the subsequent 10 years residence group (45 to 54 years.) In the west river country the largest frequencies are shown by applicants who have resided from 25 to 34 years in the state.

In other words, those who have stayed in the state 55 years or more came to the state in 1881-82 or earlier. They came with the great influx of settlers during the great Dakota boom. Those who claim 35 to 45 years of residence, came to the state during the 1890's, a period of economic recession. In Area II and Area III, the second wave of influx of settlers is greatly apparent. These applicants came to the state during the first decade of this century when the state experienced a series of prosperous years with the development of railroads, industries and towns, and when the large sections of the west-river country were opened for settlers.

Characteristics of Rejected Applicants

The total volume of applications during the first four months of the plan was 18,267. To be included in this study, the application had to be made before February 1, 1937. But the reader should bear in mind that we use the concepts "accepted" and "rejected" in a cumulative sense, including those who were either accepted or rejected after February 1. Table 21 shows that close to 10,000 applications were received during the month of October, 1936. It shows also how the intake of applications tapered off during subsequent months. Furthermore, it shows that the percentage of rejected applications increased gradually from October to January. During the following months these same trends continued with accelerated momentum. The intake of new applications tapered off further; and when the shortage of funds began to be felt, the proportions of rejected and pending applications also increased rapidly.

TABLE 21.—Applications For Old Age Assistance Classified by Month of Application and by Status of Application

Month in Which Application Was Made	Status of Application			
	Total	Accepted	Rejected	Pending
October 1936 Through January, 1937	18,267	15,397	1,252	1,618*
October	9,812	8,722	533	558
November,	3,948	3,217	307	424
December	3,345	2,639	291	415
January	1,150	819	121	210
Per Cent				
October 1936 Through January, 1937	100.0	84.3	6.9	8.8
October	100.0	88.9	5.4	5.7
November	100.0	81.5	7.8	10.7
December	100.0	78.9	8.7	12.4
January	100.0	71.2	10.5	18.3

* Including 11 applications for which month of application was not ascertained.

The rural-urban distribution of accepted, rejected and pending applicants was set forth in Table 9 and discussed in connection with it. It was also suggested above that there are marked differences between the counties in the number and proportions of rejected applicants. Again in regard to certain matters such as housing and living arrangement, value of real estate properties and income, comparisons of accepted and rejected applicants will be presented in the forthcoming bulletin on the social and eco-

nomic circumstances of applicants for old age assistance. Hence, the discussion is limited to data concerning the age grouping and the marital condition of all applicants and the reasons given for the rejection of these applicants.

TABLE 22.—Age Distribution of Applicants for Old Age Assistance by Status of Application and by Sex

Age	Status of Application					
	Accepted		Rejected		Pending	
	Male	Female	Male	Female	Male	Female
All Applicants	8,849	6,548	696	556	930	688
Per Cent	100.0	100.0	100.0	100.0	100.0	100.0
Under 65 Years	--	--	2.9	3.1	1.3	0.9
65 to 69 Year	36.7	39.3	38.6	42.8	40.6	36.2
70 to 74 Years	29.7	28.5	25.0	28.1	29.4	28.5
75 to 79 Years	20.5	19.3	21.6	16.5	15.5	20.3
80 to 84 Years	9.6	8.9	7.8	6.8	10.2	9.3
85 to 89 Years	3.0	3.1	3.4	2.2	2.7	4.2
90 Years and Over	0.5	0.9	0.7	0.5	0.3	0.6

TABLE 23.—Marital Condition of all Applicants for Old Age Assistance, By Status of Application

Marital Status	Status of Application								
	All Applicants			Accepted		Rejected		Pending	
	Total	Male	Female	Male	Female	Male	Female	Male	Female
All Applicants	18,267	10,475	7,792	8,849	6,548	696	556	930	688
Per Cent									
All Applicants	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1. Single	7.4	10.9	2.6	11.2	2.8	9.0	1.6	9.5	1.7
2. Married:									
Eligible spouse	27.5	24.2	32.2	26.8	35.2	12.1	17.3	8.2	15.3
3. Married:									
Non-eligible spouse	21.7	33.3	6.1	29.9	3.4	54.6	22.3	49.4	19.0
4. Widowed	38.9	26.4	55.7	26.6	55.1	20.4	55.6	29.2	61.9
5. Separated	1.9	2.2	1.4	2.4	1.5	1.3	1.1	1.7	1.5
6. Divorced	2.6	3.0	2.0	3.1	2.0	2.6	2.1	2.0	0.6

The percentage distribution of all applicants which appears in Table 22 shows that rejected and pending applicants had considerably larger percentages under 70 than was true about accepted cases. Differences between accepted and rejected cases in regard to marital condition are much more marked and significant than those regarding age. Rejected applicants were much more likely to have non-eligible spouses than accepted applicants. We have touched upon the reason for this situation in discussing the bearing of age differences between husbands and wives and the likelihood of dependency. Considerable significance is also attached to the fact that the percentages of widowed persons were fully as large among rejected and pending as among accepted applicants.

Reasons for Rejection of Applicants.—A comparatively small number of applicants, 61 to be exact, failed to meet the age requirement or to furnish adequate proof of age. Only 44 aged persons failed to meet the citizenship requirement stipulating that the applicant must have declared his intention to become a citizen (acquired the so-called first papers.) Still smaller numbers failed to receive assistance because of insufficient residence in the state and the county. Very likely, however, among the aged whose cases were pending there were a considerable number who would have failed to satisfy one of these requirements as to citizenship and residence.

As noted in Table 24, approximately 45 per cent were rejected because the County Welfare Boards held that the applicant's resources were not exhausted to such an extent that he would need to avail himself of public assistance. Approximately one-fifth of the applicants were rejected because they had sufficient income from gainful employment to support themselves. Nine-two individuals received Resettlement Grants—possibly not directly themselves, but through relatives. Forty-seven individuals were denied assistance because they received an income from a government pension. Less than two per cent of all rejected applicants were denied assistance because they received care in a county home, in a private home at public expense, or in a private home or hospital.

TABLE 24.—Reasons for Rejection of Applications*

Reason	Number			Per Cent		
	Total	Male	Female	Total	Male	Female
All Reasons	1,252	696	556	100.0	100.0	100.0
Failure To Satisfy	143	84	59	11.4	12.1	10.6
1. Age requirement	61	35	26	4.9	5.0	4.7
2. Citizenship requirement	44	22	22	3.5	3.2	3.9
3. Residence requirement	14	10	4	1.1	1.4	.7
4. Removal from county and/or state	24	17	7	1.9	2.5	1.3
Resources Not Exhausted:	558	301	257	44.6	43.2	46.2
5. Farm and home	410	230	180	32.8	33.0	32.4
6. Investments, stocks, bonds, mortgages, bank accounts, annuities	148	71	77	11.8	10.2	13.8
Sufficient Income And Ability To Support Self	514	288	226	41.0	41.4	40.6
7. Income from gainful employment	253	144	109	20.2	20.7	19.6
8. Receives Resettlement Grants	92	60	32	7.3	8.6	5.7
9. Receives other form of public assistance	28	20	8	2.2	2.9	1.4
10. Receives income from government pension	47	25	22	3.8	3.6	4.0
11. Legally responsible relatives able to care for	94	39	55	7.5	5.6	9.9
Receives Care In:	20	13	7	1.6	1.9	1.3
12. County home	12	10	2	1.0	1.4	.4
13. Private home at public expense	2	2	0	.2	.3	—
14. Private home	3	0	3	.2	—	.5
15. Private hospital	3	1	2	.2	.2	.4
All Other Reasons:	17	10	7	1.4	1.4	1.3

* Based upon the decisions of the County Welfare Boards.

Seven and one-half (7.5) per cent of all rejected applications were denied because the applicants had legally responsible relatives who were deemed able to care for them. The 94 individuals concerned constitute only 0.6 per cent of all accepted and rejected applicants. To some extent, therefore, this goes to show that legal responsibility of relatives is not enforced. Perhaps it is better to say that the requirement is not enforceable or that it is a very difficult problem for the administrator of old age assistance. When sentiments or filial sympathy and gratitude do not in themselves lead to the voluntary assumption of responsibility and care for the needy old folks, the requirements of the law remains largely a dead letter.

So disastrous have been the effects of the drought and the depression that many of the relatives are themselves dependent on relief or work relief. The data we have compiled in regard to the housing, living arrangements, and sources of income of the applicants definitely indicate that the children are assisting their parents in a very material way. They are doing so at a considerable sacrifice to their own spouses and children. But the figures concerning income and expenditures of relatives which appear in affidavits also suggest that some of these relatives are able to do much more for their parents or their parents-in-law than they are actually doing. To bring about an improvement in the social relations between the needy aged person and his financially competent and legally responsible son or daughter requires social case work of the highest skill, tact, and resourcefulness. Marked gains along this line were hardly to be expected during the initial months of old age assistance when the volume of new applications requiring the investigators' attention was so large as it was.

Changes in the Old Age Assistance Program During the Past Year

The preceding paragraphs contain a discussion of the extent of old age assistance as it had evolved through January 31, 1937. In the second place we have presented an analysis of the main social statistical factors bearing upon the extent of old age assistance. Both of these aspects of our inquiry are essentially static in nature. In the following parts we turn to a discussion of certain changes in the extent of old age assistance in South Dakota during the past year. We do this in part by presenting month by month figures concerning the number of recipients of old age assistance, the amounts of assistance, the ratio of dependent aged to the total aged population, and similar materials. Those who have followed the development of old age assistance in the state and especially those in responsible administrative positions are naturally inclined to watch the developments along this line with keen interest and anticipation.

In order to get a better perspective of the situation with regard to old age assistance in South Dakota, we present also certain compilations based upon data published by the Social Security Board or obtained directly from administrative agencies in the states. These tables enable us to discount the idea that the present extent of old age dependency is abnormal in South Dakota. Furthermore, a view of the development of old age assistance in these states will indicate trends which are likely to materialize also in South Dakota.

The abrupt decline in the number of recipients of old age assistance and the sharp reduction in the amount of assistance shown during the months of April, May and June, 1937, and the subsequent rise both in the number of recipients and in the amount of assistance since July are not to be attributed to a seasonal reduction or to agricultural or industrial improvement of the status of the recipients. The principal fact which accounts for this situation was the financial inability of the state agency or the lack of adequate revenues to meet the needs of all eligible applicants. Beginning July 1, there was a change in the administration

and the new laws concerning old age assistance became effective. In general the conditions of eligibility remain the same except for the provision placing a lien upon real and personal property of a recipient of old age assistance.

TABLE 25.—Changes in the Number of Recipients and in the Amount of Assistance from October 1936 Through December, 1937

Month	Recipients of Old Age Assistance		Amount of Assistance	
	Number	Ratio per 1,000 Estimated Population	Total	Average per Recipient
October, 1936	3,283	82	72,160	21.98
November, 1936	5,747	144	124,114	21.60
December, 1936	10,067	252	213,502	21.21
January, 1937	13,069	319	268,849	20.57
February, 1937	13,039	315	242,533	18.60
March, 1937	12,101	293	221,918	18.34
April, 1937	9,400	227	176,581	18.78
May, 1937	8,863	214	82,371	9.29
June, 1937	8,623	209	80,531	9.34
July, 1937**	8,936	213	82,732	9.26
August, 1937	9,154	218	84,187	9.20
September, 1937	9,689	231	178,958	18.47
October, 1937	10,450	249	192,347	18.41
November, 1937	12,629	301	230,706	18.27
December, 1937	13,261	316	243,459	18.36

* Source of data: Social Security Board, Bureau of Research and Statistics, **Public Assistance: Monthly Statistics for the United States.**

** Old age assistance administered according to the new state legislation which began July 1, 1937, superseding the plan for old age assistance established by administrative order of the South Dakota Public Welfare Commission.

The latest releases of information by the State Department of Social Security indicate a large increase in the number of recipients and the total amounts granted for old age assistance. During the month of November, 1937, 2,259 individuals were accepted for assistance; 702 of these being new and 1,557 re-opened cases. The former figure was the extent of need not met before, while the latter is evidence that individuals who were dropped are again being placed on the rolls. During the same month 198 applicants (or 8 per cent of all applicants) were rejected. Thus with 12,629 individuals receiving assistance the extent of dependency amounts to 323.8 per thousand aged according to the state census of 1935 and to 301 per thousand according to the Social Security Board's most recent estimate of the population (42,000).

TABLE 26.—Changes in the Number of Recipients of Old Age Assistance in the Three Geographical Areas of the State by Specified Months, 1936-37

Area	Recipients of Old Age Assistance in						
	Oct. 1936	Jan. 1937	Apr. 1937	July 1937	Oct. 1937	Nov. 1937	Dec. 1937
The State	3,283	13,069	9,400	8,940	10,450	12,629	13,261
Area I	551	2,706	2,347	2,301	2,554	2,836	2,940
Area II	1,755	6,615	4,629	4,517	5,411	6,564	6,902
Area III	957	3,748	2,424	2,122	2,485	3,229	3,419
Per Cent The State	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Area I	16.8	20.7	25.0	25.8	24.4	22.4	22.2
Area II	54.1	50.6	49.2	50.5	51.8	52.0	52.0
Area III	29.1	28.7	25.8	23.7	23.8	25.6	25.8

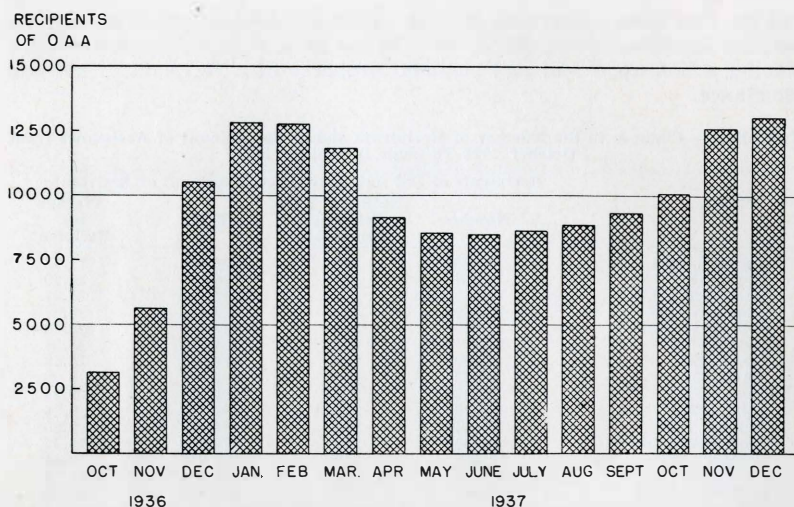


Fig. 10.—Number of Recipients of Old Age Assistance from October, 1936 through December, 1937

About 30 counties scattered throughout the state showed a larger number of recipients in December 1937, than in January. As a whole Area I showed also an increase which took place mainly in Minnehaha County having the largest city in the state, Sioux Falls. There the increase was from 468 to 659. Even so the ratio of dependents for this county was much below the average for the state (220 compared with 340 per thousand aged, 1935 census). In December, 20 counties had 400 recipients or more per thousand aged; 7 counties exceeded a ratio of 500

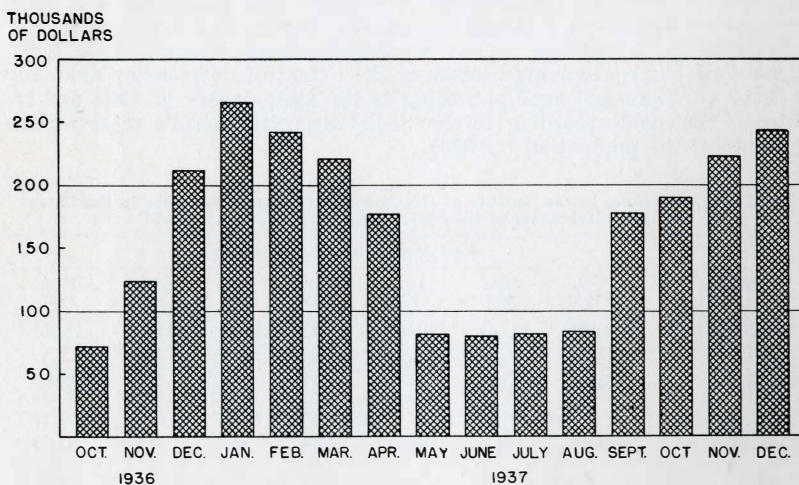


Fig. 11.—Amounts of Assistance Granted for Old Age Assistance, October 1936 through December, 1937

per thousand; and 2 counties showed over 600 per thousand aged. In other words, in certain parts of the state, one-half or more of the aged are dependent upon assistance as shown by the January and December figures. Further details along this line can be read in Figure 4 accompanying the text.

While comparisons of individual counties reveal considerable differences in the fluctuations of recipients and the amounts of assistance during the past 15 months, when the data are consolidated according to the three geographical areas or according to various classes of counties the proportions of recipients and amounts of assistance remain comparatively stable. The percentages for the three areas in Table 26 indicate that Area I gained and Area II and Area III lost ground from October 1936 to January 1937. During the period of reduction in the old age assistance program the proportion of recipients and assistance allocated to Area I increased slightly. But there are no marked differences in the relative figures for the three areas if we compare January and December 1937. Approximately the same conclusions may be drawn from Table 27 in which the counties are grouped according to their urban centers. This table, however, affords pretty definite evidence that the assistance program was not reduced as much in counties having the larger town and city centers as it was in the rural counties. The explanation is in part that many farm applicants were referred to the Resettlement Administration and other federal agencies; and that the urban applicant has a higher cost of living than the village and farm applicant.

TABLE 27.—The Number of Recipients and the Amounts Granted for Old Age Assistance in Three Classes of Counties of the State, by Specified Months, 1937

Class of County	Number of Receipts			Amount of Obligations		
	January	July	December	January	July	December
The State	13,069	8,940	13,261	\$268,848.83	\$82,657.22	\$243,489.09
Counties have no urban centers	8,573	5,604	8,680	175,104.83	50,690.18	156,863.20
Counties having town centers (2,500-4,999)	1,616	1,033	1,463	33,045.74	9,641.54	26,416.50
Counties having city centers (5,000 and Over)	2,880	2,303	3,118	60,698.26	22,325.50	60,179.39
Per Cent:						
The State	100.0	100.0	100.0	100.0	100.0	100.0
Counties having no urban centers	65.6	62.7	65.5	65.1	61.3	64.4
Counties having town centers (2,500-4,999)	12.4	11.5	11.0	12.3	11.7	10.9
Counties having city centers (5,000 and Over)	22.0	25.8	23.5	22.6	27.0	24.7

Old Age Assistance in the Neighboring States

Old Age Assistance in South Dakota and Adjacent States.—Most of the states surrounding South Dakota had enacted laws providing for old age assistance prior to the passage of the federal Social Security Act. In fact, Montana enacted one of the first laws, an optional one, in 1923. Minnesota and Wyoming followed in 1929; Nebraska and North Dakota in 1933; and Iowa in 1934. On the whole, however, these laws were ineffectual and assisted only a small fraction of the needy aged. In some of the states mentioned the laws failed to take effect on account of lack of funds. Nevertheless, in these neighboring states the old age pension movement had made considerably more progress than in South Dakota.

With the passage of the Social Security Act these states therefore began to revise their laws or to establish administrative procedures so as to make federal grants in aid available. The dates of approval of their old age assistance plans by the Social Security Board are shown in Table 28. As the program of assistance developed in each state there was at first a tendency for the number of recipients to increase rapidly. Later on the number of recipients would reach a fairly stable level. See, for example, the series of figures for the state of Minnesota, Nebraska or Wyoming. In North Dakota the number of aged dependents registered a much more gradual increase than in this state. It is still increasing, however, and so it is in Iowa and Montana. We cannot attempt here an explanation of the differences in the ratios of recipients per thousand estimated population aged 65 and over in the states. Nevertheless, these ratios as well as the volume of dependency during the first four or five months of South Dakota old age assistance plan support the forecast that the level of old age dependency is likely to rise above the index of 330 per thousand and to stay above that mark.

There is another line of evidence which may be obtained from such an interstate comparison and which corroborates the same conclusion: the chances are that in the long run the number of applicants in the age group from 65 to 69 will grow larger as the administration of this type of assistance becomes more widely known and accepted by the public and by administrative agencies. As is shown in Table 29 there is a clear-cut tendency in the course of time for a larger percentage of the applicants to be recruited from this age group.

The percentage distribution of South Dakota applicants in the specified five-year age-groups is very nearly the same as that of the total number of applicants for other states which have adopted plans for old age assistance. This conclusion is drawn from Table 29 which shows the percentage distribution in specified age-groups of individuals receiving old age assistance for the first time, and which is based upon data published by the Social Security Board. Among the 38 states for which a report was made for the period October 1—December 31, 1936, certain ones did not grant assistance to persons less than 70 years of age. For this reason the per cent distribution shown for the age groups over 70 is naturally somewhat larger than it would be if all states set the age limit at 65. The scope of Table 29 has been arbitrarily limited to South Dakota, states bordering upon South Dakota, and Wisconsin. On the whole, it shows a pronounced tendency for larger percentages of applicants to be found in the age group 65 to 69 as the program of old age assistance develops in the states. At

TABLE 28.—Recipients of Old Age Assistance in South Dakota and Neighboring States During Specified Months, 1936-37, With the Number of Dependents Per Thousand Estimated Population Aged 65 and Over

State	Date of Approval of O.A.A. Plan by the Soc'l Security Board	Number of Recipients									
		July, 1936	Oct., 1936	Jan., 1937	April, 1937	July, 1937	Aug., 1937	Sept., 1937	Oct., 1937	Nov., 1937	Dec., 1937
South Dakota	October, 5, 1936	--	3,283	13,069	9,400	8,936	9,154	9,689	10,450	12,629	13,261
North Dakota	March 19, 1936	3,817	5,914	6,459	6,845	7,917	7,047	7,091	7,124	7,204	7,247
Nebraska	December 31, 1935	21,110	23,376	25,114	26,465	25,947	25,805	25,724	25,638	25,640	25,763
Minnesota	March 30, 1936	43,852	52,108	57,294	60,568	62,211	62,401	62,231	62,360	62,357	62,778
Iowa	December 31, 1935	29,751	29,530	30,274	33,175	38,202	40,042	41,138	42,363	43,676	44,414
Montana	February 26, 1937	292	7,168	8,700	9,575	10,369	10,642	10,776	11,055	11,093	11,438
Wyoming	December 31, 1935	2,353	2,511	2,610	2,716	2,837	2,858	2,845	2,839	2,836	2,843
Wisconsin	December 23, 1935	30,214	32,910	34,536	35,815	36,358	36,594	36,809	36,927	37,310	37,816
Per Thousand Estimated Population Aged 65 and Over											
South Dakota		--	82	319	227	213	218	231	249	301	316
North Dakota		110	170	184	194	195	196	197	198	200	201
Nebraska		222	246	263	277	270	269	268	267	267	268
Minnesota		234	278	303	321	326	327	326	330	330	332
Iowa		141	140	142	156	178	186	191	197	203	206
Montana		100	244	294	324	346	355	359	368	370	381
Wyoming		235	251	257	268	284	286	284	284	284	284
Wisconsin		143	156	162	168	169	170	171	172	173	175

TABLE 29.—Percentage Distribution in Specified Age Groups of Individuals Receiving Old Age Assistance For The First Time During a Specified Period

State or Area	Period Covered by the Report	Number of Persons	Distribution in Specified Age Groups				
		Included in the report	65 to 69	70 to 74	75 to 79	80 to 84	85 and Over
25 States ²	Feb. 1—June 30, 1936	134,813	30.0	31.3	21.4	10.5	6.8
35 States ²	July 1—Sept. 30, 1936	216,575	30.6	32.4	22.1	10.4	4.5
38 States ²	Oct. 1—Dec. 31, 1936	154,960	38.0	31.3	18.4	8.3	4.0
South Dakota	Oct. 1—Dec. 31, 1936	6,809	39.4	28.3	19.5	9.2	3.6
	Oct. 1, 36—Jan. 31, 1937	15,397	37.8	29.2	20.0	9.3	3.7
North Dakota	July 1—Sept. 30, 1936	2,858	18.1	35.5	27.1	13.5	5.8
	Feb. 1—June 30, 1936	2,844	29.1	31.5	22.6	11.4	5.3
	Oct. 1—Dec. 31, 1936	1,049	37.4	26.3	21.6	10.9	3.8
	Jan. 1—Mar. 31, 1937	660	48.6	26.5	16.5	5.5	2.9
	Apr. 1—June 30, 1937	485	47.6	26.4	15.9	6.8	3.3
Nebraska	Feb. 1—June 30, 1936	22,107	37.2	27.8	19.7	8.7	6.6
	July 1—Sept. 30, 1936	2,897	48.4	24.7	17.3	6.6	3.0
	Oct. 1—Dec. 31, 1936	2,429	52.0	22.2	14.0	5.9	5.9
Montana	July 1—Sept. 30, 1936	5,134	32.4	33.0	21.4	9.0	4.2
	Nov. 1, 36—June 30, 1937	3,321	44.4	29.5	17.3	6.5	1.9
Wyoming	Feb. 1—June 30, 1936	2,620	30.1	30.4	24.5	11.1	3.9
	July 1—Sept. 30, 1936	331	39.6	35.6	14.5	8.4	1.8
	Oct. 1—Dec. 31, 1936	189	47.1	30.7	13.7	6.9	1.6
	Nov. 1, 36—June 30, 1937	577	51.0	26.9	15.6	5.0	1.5
Minnesota	July 1—Sept. 30, 1936 ³	3,682	52.3	25.4	14.0	6.2	2.1
	Oct. 1—Dec. 31, 1936	8,798	53.1	23.8	14.0	6.4	2.7
	Jan. 1—June 30, 1937	8,894	53.4	24.1	14.0	6.0	2.6
Iowa	July 1—Sept. 30, 1936 ³	495	33.5	29.3	21.8	10.1	5.2
	Oct. 1—Dec. 31, 1936	1,396	40.1	28.5	20.2	7.6	3.6
	Nov. 1, 36—June 30, 1937	10,838	45.9	29.1	16.2	6.2	2.5
Wisconsin	Feb. 1—June 30, 1936	19,130	38.4	29.9	19.8	8.4	3.5
	July 1—Sept. 30, 1936	4,147	45.4	27.9	17.2	7.2	2.3
	Oct. 1—Dec. 31, 1936	3,077	50.7	25.0	14.7	6.6	3.0
	Nov. 1, 36—June 30, 1937	6,360	52.9	24.7	14.3	5.9	2.2

²Social Security Board, Public Assistance: Quarterly Review of Statistics for the United States; Second Annual Report, 1937, 141-42, 147.

³Reporting completely. ⁴Preliminary figures for one month only and subject to correction.

There is no need to repeat what has been said regarding the variations of the rate of dependency according to rural-urban residence, marital condition or nativity and color. It is worth emphasizing, however, that old age dependency is distinctly related to geographical areas of the state and that the range in the dependency ratios is very wide if we compare some of the counties in Area I with certain counties in Area II and Area III. The state average should, therefore, always be qualified by this consideration. The rate of dependency in Area I compares favorably with the rate in surrounding states. If climatic conditions during the years ahead result in a marked increase of agricultural yields and if these yields also mean an increased agricultural income, then in this conjunction of things we may expect a marked reduction of old age dependency in the state.

Aside from the above statement, there are fairly good grounds for thinking that as the administration of old age assistance reaches a settled routine condition, deaths of recipients will become the principal, though not the only reason for the closing of cases. Moreover, as the full volume of need at advanced age levels is met by this form of assistance, the new intake will come mainly from those who have just crossed the threshold of the 65. The extent of dependency will, therefore, reach a stable level when the number of these new cases is offset by the number of closed cases. In itself this is merely a truism. It is an equation involving several unknowns. One of these is the incidence of death in the aged population, more especially among the needy aged. During 1936 more than 2,800 persons aged 65 and over, died. As we have seen in the long run this figure is not too high although deaths in 1937 may be fewer. Consequently, if from 35 to 40 per cent of this number of deaths occur among recipients of old age assistance, we may expect the annual toll of death to remove from 1,000 to 1,200 individuals from the ranks of the needy.

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