

although it might be used as an expedient in dealing with the seasonal problem. In the Austrian regulation of 1935 it affected seasonal workers in only one respect. Those workers who, in addition to their earnings during the season, drew an income from agricultural property or an independent business of their own or their family household were not entitled to benefits during the off season if the combined income from all these sources ensured their livelihood the whole year round.

Conclusion

The problem of payment of benefits to seasonal workers during the off season will always resolve itself into two main questions: one of equity and

social purpose, the other of actuarial soundness and financial stability of the fund. Any effort to solve the seasonal problem in unemployment compensation will have to be directed toward a compromise between the just needs of the individual and the collective guarantee of the funds accumulated for the various types of unemployment. The British approach, in particular, seems worthy of close study because it has proved to be remarkably adaptable to changing conditions and at the same time has retained the fundamental principles of insurance. Basic differences in the seasonal characteristics of the industrial structure and in the general concept of unemployment compensation, however, must be weighed carefully in any attempt at comparisons between Great Britain and this country.

ADMINISTRATION OF AID TO DEPENDENT CHILDREN AND MOTHERS' AID IN DECEMBER 1937

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Title IV of the Federal Social Security Act, enacted in August 1935, authorizes Federal grants-in-aid to the States for aid to dependent children. The provisions of this title represent the most significant development in legislation affecting the care of dependent children in their own homes since the first State-wide mothers'-aid law was passed in Illinois in 1911.¹ The necessity for meeting the standards stipulated in the act as well as a desire to broaden the provisions of State laws in order to take full advantage of available Federal funds has led many States to enact new legislation or to revise and amend old laws.

In December 1937, at the close of the second year in which Federal funds were available, 38 States,² the District of Columbia, and Hawaii were administering aid to dependent children under plans approved by the Social Security Board. In the following discussion, the characteristics of these plans³ are summarized and, as far as possible, compared with the provisions of mothers'-aid laws in effect in the same States⁴ in 1931, the year in which the last comprehensive study of mothers'-aid legislation was made.⁵

Although every State plan for aid to dependent

children approved by the Social Security Board is necessarily based upon a State law, the extent to which the plan is embodied in the law varies greatly among the States. A description of the administration as revealed by the characteristics of State plans is, therefore, more enlightening than one based upon State laws. The provisions of State plans selected for discussion are those relating to: (1) the State agency designated to administer or to supervise the administration of aid to dependent children, and statutory provisions affecting the administrative relationship of aid to dependent children to other types of public assistance; (2) the allocation of primary responsibility for administration either to the State or to local agencies; (3) local participation in the administration of the program; (4) the division of financial responsibility between the State and its local subdivisions; (5) persons eligible for assistance; (6) property and income limitations; (7) ages of children for whom aid may be granted; and (8) amount of grant permitted. In the following discussion, Hawaii is omitted, and "State" is used to include the District of Columbia. The District of Columbia has been excluded from discussions which are irrelevant to that jurisdiction.

This article also presents a brief description of

* Bureau of Research and Statistics, Division of Public Assistance Research.
† See pp. 25-26 for all footnotes.

mothers'-aid legislation in effect in December 1937 in 10 States⁶ which at that time were not administering aid to dependent children under the Social Security Act. Plans for aid to dependent children have since been approved by the Social Security Board for two of these States—for Florida in August 1938 and for Virginia in September 1938.

Characteristics of State Plans Approved by the Social Security Board

Single State Agency

Under the terms of the Social Security Act, a single State agency must be designated either to administer aid to dependent children or to supervise the administration by local units. In the majority of States, this single State agency is headed by a State board. Under the direction of this board, an executive, appointed either by the Governor or by the board, is responsible for administering the program. The plans of five States⁷ make no provision for a board, and in seven States⁸ the board is advisory only.

Statutory provision for the integration of the administration of aid to dependent children with one or more other types of public assistance in the same State agency exists in all but one State, Delaware. In a few States,⁹ however, the creation of separate bureaus within the State agency to administer the several types of assistance has limited the integration in actual practice.

According to the statutory provisions, in 32 States¹⁰ the State agency responsible for the administration of aid to dependent children also is to administer or to supervise the administration of old-age assistance and aid to the blind. In 23 of these States¹¹ the same State agency is to have some responsibility for the administration of general relief. The State agency responsible for the administration of aid to dependent children is by statute responsible for the administration of old-age assistance and general relief in Massachusetts, Missouri, and North Carolina; of old-age assistance in Rhode Island; of aid to the blind and general relief in Michigan; and of aid to the blind in Vermont.

Responsibility for Direct Administration

Under the Social Security Act, responsibility for direct administration, that is, primary respon-

sibility for making investigations and maintaining direct contact with the individuals receiving aid to dependent children, may rest either with the State agency or with local political subdivisions. State agencies have responsibility for the direct administration of the program in 14 States,¹² and in the remaining 24 States¹³ local political subdivisions assume this function under State supervision. Even under the State-administered systems, however, the State agency operates through county or district offices in all except four States.¹⁴

In 7¹⁵ of the 14 States in which the State agency has direct administrative responsibility, administration of mothers' aid had also been a centralized State responsibility; in the other 7 States¹⁶ it had been entirely a local function.

Local Participation in Administration

The plans of all States, except 5¹⁷ of the 14 States in which the State agency administers the program, provide for participation of the localities in the administration of aid to dependent children by the creation of local boards of public welfare. Like their counterparts on the State level, the local boards have either an administrative or an advisory relationship to the local administration of the program. In the majority of States the boards have been created primarily to assist local departments of public welfare in the administration of aid to dependent children and other types of public assistance, but in a few States the local boards consist of the county commissioners.

Final decision with respect to determining eligibility and the amount of the grant, except in cases of individuals who appeal to the State agency and are granted a fair hearing, is a responsibility of the local department of public welfare or the local board in half the States.¹⁸ With one exception—New Jersey—these are all States in which local political subdivisions administer aid under State supervision. The local departments make the final decision in some States,¹⁹ and in others²⁰ the local board performs this function after receiving a report and recommendation from the local department.²¹ In the remaining 19 States, the final decision is made by the State agency or its representative; in 6 of these States²² aid is locally administered under State supervision, and in 13 the program is State-administered.²³

State and Local Financing of Assistance Payments

All State plans provide for some State financial participation²⁴ in accordance with the requirements of the act. Major responsibility for financing assistance payments remains with the localities in only five States.²⁵ The State and the local units provide an equal portion of the assistance costs in 14 States,²⁶ and in 9 States²⁷ the cost of assistance payments, other than the Federal share, is borne entirely by the State. The State bears the major share of the cost in six States,²⁸ and in four States²⁹ the division of financial responsibility between the State and the local units may vary.

Only 12³⁰ of the 38 States administering aid to dependent children under the Social Security Act in December 1937 provided some State funds for the support of a program in behalf of dependent children in 1931. Federal grants-in-aid and increased State financial participation have lightened substantially the share of the financial burden hitherto borne by local units in providing mothers' aid. Individual counties may have furnished larger sums for aid to dependent children in 1937 than they provided formerly for mothers' aid, but a much larger proportion of the total cost was borne by the State and Federal Governments.

Persons Eligible for Aid

All but five State plans³¹ authorize the granting of aid to children who are living with relatives enumerated under title IV of the Social Security Act and who are dependent for the reasons mentioned in that title. The relatives enumerated under the act include the following:

Father	Brother	Stepbrother
Mother	Sister	Stepsister
Grandfather	Stepfather	Uncle
Grandmother	Stepmother	Aunt

The definition has been construed to include additional relatives as follows:

Adoptive father	Adoptive sister
Adoptive mother	Sister of the halfblood
Grandfather-in-law	Sister-in-law
Grandmother-in-law	Uncle of the halfblood
Great-grandfather	Uncle-in-law
Great-grandmother	Great-uncle
Adoptive brother	Aunt of the halfblood
Brother of the halfblood	Aunt-in-law
Brother-in-law	Great-aunt

A "dependent child" as defined in the Social Security Act is one under 16 years of age who has been deprived of parental support or care because of the death, continued absence from the home, or physical or mental incapacity of a parent and who is living with one or more of the relatives listed above in a place of residence maintained by such relatives as his or their own home.

Four State plans³² restrict the group of relatives to whom aid may be granted in behalf of dependent children, and the plans of three States—California, New Jersey, and Pennsylvania—exclude children who are dependent for some of the reasons listed in the Federal act. States are free to adopt either a broader or narrower definition of a dependent child than that specified in the act, but most have chosen to adopt this definition and thereby to obtain Federal aid in behalf of children who otherwise might have to be supported from State and local general relief funds.

Under the provisions of the State plans in effect in December 1937, only two States—New Hampshire and Pennsylvania—restrict aid to children who are living with their mothers. The New Jersey plan specifying that aid may be granted only to mothers defines "mother" to include a woman in loco parentis. In Minnesota, aid is granted only in behalf of children living with female relatives enumerated under the Federal act.

In 1931, 36 of the 39 jurisdictions having approved plans in December 1937 had mothers'-aid laws. The laws of 15 States³³ expressly stated that aid might be granted to persons other than mothers, usually the guardian or other person standing in place of a parent, but in a few States relatives were specified.

Four of the State plans in effect in December 1937 are less restrictive than the Federal act as to where a dependent child may live. In Delaware aid may be granted in behalf of a child living with any person in loco parentis designated by the Mothers' Pension Commission. In addition to children living with relatives enumerated under the Federal act, aid may be granted in California in behalf of children living in institutions governed by rules and regulations of the State Department of Social Welfare; in Georgia, in behalf of dependent children under care of the juvenile court who have been placed in private homes; and in North Dakota,

in behalf of children living in a foster home other than that of a relative or in homes provided by child-caring or child-placing agencies authorized under the laws of the State. Federal funds, however, may not be used in behalf of these children.

The plans of 27 States³⁴ mention specifically that the child's home must be suitable or must meet certain standards of care and health fixed by the State. A similar provision contained in the plans of eight States³⁵ specifies that the relative must be a fit person to bring up the child. Four State plans³⁶ specify that the child's religious faith must be protected.

In all States except California, New Jersey, and Pennsylvania, aid may be granted for any of the reasons mentioned under title IV of the Federal act, that is, loss of parental support or care because of the death, continued absence from the home, or physical or mental incapacity of a parent. Divorce is not recognized as a reason for dependency in the plans in effect in these three States. Under the plans of California and Pennsylvania, children dependent because of the desertion of one parent are not granted aid.

Thirty-six jurisdictions administering aid under the act in December 1937 had mothers'-aid laws in effect in 1931. The mothers'-aid laws in only 15 States³⁷ included dependent children whose fathers were dead, divorced, or had deserted them; whose fathers were in prison, or were, because of physical or mental disease, unable to support them. In Utah, aid was restricted to widows. Under the laws of the remaining 20 States, aid could be granted to mothers whose husbands were physically or mentally incapacitated,³⁸ but divorced mothers were not eligible for assistance in any of these States; deserted mothers were ineligible in 7 States;³⁹ and those whose husbands were imprisoned, in 5 States.⁴⁰

Property and Income Limitations

Specific property and income limitations as a condition of eligibility are outlined in the plans of 13 States.⁴¹ A general limitation stating that income must be insufficient to provide a reasonable subsistence compatible with decency and health is included in the plans of seven States.⁴² In the remaining 19 States, neither specific nor general limitations on property and income are a part of the plans. Fifteen State plans⁴³ specify variously

that relatives, responsible relatives, or legally responsible relatives must be unable to provide support.

Ages of Children

All States administering aid to dependent children under approved plans permit the granting of aid to children until they are at least 16 years of age, and five States have extended the age limit beyond this point. Aid may be granted in behalf of children up to and including 18 years of age in California; and up to 18 years in Minnesota, North Dakota, and, at the discretion of the county administration, in Ohio. In Wisconsin all minor children are eligible, at the discretion of the local agency. Federal funds, however, may be used only in behalf of children under 16 years of age.

A comparison of the age limits in 1937 with those in effect in 1931⁴⁴ indicates that nine States have advanced the age limit and that four States have set a lower limit. The age limit has been raised from 14 to 16 years in four States;⁴⁵ from 15 to 16 years in three States, Arkansas, Idaho, and Washington; in one State, North Dakota, from 15 to 18 years; and in another, Minnesota, from 16 to 18 years. The 18-year age limit in Colorado and the 17-year limit in Michigan and Tennessee in effect in 1931 have been lowered to 16. In Indiana, where girls formerly received aid up to the age of 17, the age limit is now 16 for both girls and boys.

School attendance is required as a condition of eligibility in Delaware and Minnesota, and in the latter State children over the compulsory school age must be unemployable because of physical or mental disability, or mentally incapable of benefiting from further schooling, in order to receive aid. Five States⁴⁶ granting aid to children up to 16 years of age both in 1931 and in 1937 have removed certain restrictions, previously in effect, relating to the child's school record, health, and employability.

Amount of Grant Permitted

Federal payments to each State having an approved plan are limited by the act to one-third of the total amount expended under the plan, exclusive of amounts by which payments exceed \$18 with respect to one dependent child and \$12 with respect to each other dependent child in the same home. The States, however, are entirely free to

set higher or lower limits to individual payments or to refrain from limiting the amount of grant either by legislative or administrative decree.

Twenty States⁴⁷ do not limit the amount of aid which may be granted. A limit of \$18 per month for the first child and of \$12 for each additional child is specified in the plans of 12 States,⁴⁸ but in one of these States, North Carolina, the maximum monthly amount which may be granted to a family is \$65. In two States—Indiana and

Table 1.—Maximum monthly amount allowable to a family with three dependent children in December 1937 under State plans approved by the Social Security Board classified by amounts allowable in 1931 under State mothers'-aid laws¹

Maximum monthly amount allowable under mothers'-aid laws, 1931	Maximum monthly amount allowable under State plans, December 1937				
	Total	No maximum	\$50-\$59	\$40-\$49	\$20-\$29
Total.....	34	17	3	12	2
No maximum.....	9	6		3	
\$60-\$70.....	3	2	1		
\$50-\$59.....	4	3	1		
\$40-\$49.....	6	2		3	1
\$30-\$39.....	6	1		4	1
\$20-\$29.....	6	3	1	2	

¹ Includes District of Columbia. Excludes New Jersey, for which the maximum in 1937 was expressed in terms of the cost of institutional care, and New York for which the 1931 maximum was similarly expressed.

² In California there was no maximum in 1937 for children having county residence, but a limitation of \$20 per child applied to children lacking county residence. In addition, New York had no maximum in 1937.

Minnesota—the maximum amounts which may be granted exceed those specified under the act, and in three States—South Carolina, Tennessee, and West Virginia—they are less. Aid is limited to \$4 per week per child in Vermont, and in New Jersey it is restricted to an amount not exceeding the cost of care in an approved child-caring institution.

The Nebraska plan, which specifies that the monthly payment per child shall not be less than \$3, is the only plan which establishes a minimum, although the Georgia plan states that the amount granted cannot be less than 75 percent of the computed budget deficit.

Substantial progress was made between the years 1931 and 1937 in liberalizing the amounts allowable in the 36 States with mothers'-aid laws in 1931⁴⁹ and approved plans in December 1937. Using the monthly amount allowable to a family of three children as a basis for comparison, it may be noted that the maximum was either raised or removed in 19 States;⁵⁰ in 6⁵¹ it was lowered

or a maximum was established; and in 10⁵² no change was made. New Jersey, which had a maximum for a family of three children falling between \$40-\$49 in 1931, limited aid to an amount not exceeding the cost of care in an approved child-caring institution in 1937.

Twelve States⁵³ which set an upper limit on grants in 1931 no longer specify a maximum amount which may be allowed, although three States which formerly had no maximum—Arizona, Colorado, and Maryland—have adopted one (table 1). Of the six States⁵⁴ in which the maximum fell between \$20 and \$29 in 1931, three—Arkansas, Delaware, and Washington—no longer specify a maximum; two, Idaho and Oklahoma, have raised it to \$42; and one, Vermont, to \$52. Two States, Tennessee and West Virginia, formerly allowing a more generous amount, have dropped the maximum to \$28.

Three State plans—those of New Mexico, Oregon, and West Virginia—prohibit the granting of other public aid, except for temporary medical and surgical assistance. In West Virginia this restriction is accompanied by a limitation on the amount which may be granted as aid to dependent children of \$12 per month for the first child and \$8 per month for each additional child, but in New Mexico and Oregon no maximum amount is specified.

Summary of Changes, 1931–December 1937

Substantial progress was made in the methods of administering and financing public aid to dependent children in their own homes between 1931 and December 1937. All 38 States⁵⁵ administering aid to dependent children under approved plans in December 1937 had, in conformity with requirements of the Social Security Act, designated a single State agency to administer the program or to supervise the administration by local political subdivisions and had provided for State financial participation. Thirty-five of these thirty-eight States had mothers'-aid laws in effect in 1931. In only 16 States,⁵⁶ however, was some degree of supervisory or administrative authority vested in a State agency, and in some States the authority vested was not exercised. State funds were provided for the support of a program in behalf of dependent children in only 12 States.

The State plans in effect in December 1937 are considerably more liberal than the mothers'-aid

laws in effect in 36 of the same jurisdictions in 1931 with respect to the relatives who may receive aid and the reasons for dependency of the children. Under the plans of 35 States, aid may be granted in behalf of dependent children living with any of the relatives enumerated under title IV of the Social Security Act; only 4 State plans restrict the relatives to whom aid may be granted to a smaller group. In 1931, 36 of the 39 jurisdictions having approved plans in December 1937 had mothers'-aid laws, but the laws of only 15 States expressly stated that aid might be granted to persons other than mothers.

The plans of 36 States provide for the granting of aid for children who are dependent for any of the reasons specified under title IV of the Social Security Act, that is, loss of parental support or care because of the death, continued absence from the home, or physical or mental incapacity of a parent. Only three State plans do not recognize all of these reasons for dependency. In 1931, however, the mothers'-aid laws of only 15 States included dependent children whose fathers were dead, divorced, or had deserted them; whose fathers were in prison or were, because of physical or mental incapacity, unable to support them.

Liberalization also has occurred with respect to the age limit of children for whom aid may be granted and the maximum amount allowable. All jurisdictions with approved plans permit the granting of aid to dependent children at least until they are 16 years of age and a few States have a higher age limit. Between 1931 and 1937 the age limit was raised in nine States and was lowered in four States. Only 19 States limit the amount of aid which may be granted in behalf of dependent children, whereas 30 of the 36 mothers'-aid laws in effect in the same jurisdictions in 1931 specified a maximum on the amount of grant permitted. From 1931 to 1937, the maximum amount allowable to a family of 3 children was either raised or removed in 19 States and was lowered or a maximum was established in 6 States.

Characteristics of Mothers'-Aid Laws in Effect in December 1937

In December 1937, the 10 States not administering aid to dependent children under the Social Security Act were: Connecticut, Florida, Illinois, Iowa, Kentucky, Mississippi, Nevada, South

Dakota, Texas, and Virginia. These States, however, had State laws authorizing the administration of mothers' aid.⁵⁷ The following description of mothers'-aid legislation in effect in December 1937 in these States relates to: (1) State participation, (2) local participation, (3) persons eligible for aid, (4) ages of children, and (5) amount of grant permitted.

State Participation

In 4 of the 10 States a State agency has some responsibility for the administration of the mothers'-aid program, although responsibility for direct administration rests with the State agency only in Connecticut. In Virginia the State Board of Public Welfare is empowered to cooperate with the local courts and to supervise and direct county or city boards of public welfare in their administration of the program; and in Kentucky, the Department of Welfare is authorized to organize and supervise county welfare departments for the effective administration of welfare functions.⁵⁸ The Illinois Department of Public Welfare determines the amount needed by a county to fulfill the provisions of the mothers'-pension act and the distribution of the State equalization fund among the counties. For this purpose, the State agency may require county officials to furnish such information as it finds necessary, and counties are not entitled to State aid unless they meet the standards of administration set by the Department of Public Welfare.

Although the State agencies in these four States are authorized by statute to participate in the administration of other types of aid, in actual practice the administration of mothers' aid is not integrated at the State level with the other special types of public assistance or general relief.

Three States—Connecticut, Illinois, and Virginia—provide State funds for mothers' aid. Responsibility for financing assistance payments in Connecticut is divided equally among the municipalities, the counties, and the State. The State appropriation in Illinois is divided into two funds. The first fund, comprising 80 percent of the appropriation, is apportioned among the counties on the basis of population up to an amount not exceeding 50 percent of local expenditures; and the second fund, which includes any balances from the first fund plus the remaining 20 percent of the appropriation, is allocated to the counties

by the State Department of Public Welfare on the basis of their needs and financial ability to meet such needs. In Virginia, the local units and the State each meet half the assistance payments.

Local Participation

In Connecticut the executive officer of a town, city, or borough receives the application and makes his recommendation to the county commissioners. The county commissioners in turn make

Table 2.—Maximum monthly amount allowable to a family with three dependent children under State mothers'-aid laws in effect in December 1937¹

State	Maximum monthly amount allowable
Connecticut.....	\$66.08
Illinois:	
Counties of over 300,000 population.....	55.00
Counties of less than 300,000 population.....	35.00
Nevada.....	55.00
South Dakota.....	42.50
Florida.....	41.00
Iowa.....	32.50
Texas.....	27.00

¹ The mothers'-aid laws of Kentucky, Mississippi, and Virginia do not specify a maximum amount of assistance.

a recommendation to the State agency, which renders the final decision as to eligibility, after obtaining such additional information as it deems necessary. Local agencies have complete or major responsibility for administering the program in the other nine States. In four States,⁶⁰ this function is performed by the juvenile or county courts, and in three—Florida, Nevada, and Texas—by the county commissioners. The Kentucky law authorizes the creation of county welfare departments to administer mothers' aid and other welfare activities. The local agency in Virginia is a county or city board of public welfare or, where none exists, the juvenile or other court having jurisdiction of dependent and neglected children.

Persons Eligible for Aid

Three State laws—those of Mississippi, Nevada, and Kentucky—permit the granting of aid to any needy mother with dependent children. In three other States—Florida, South Dakota, and Virginia—the mothers'-aid laws authorize the counties to grant aid to mothers whose husbands are dead, divorced, imprisoned, who have deserted them, or are physically or mentally incapacitated.

The Texas law is similar except that the mental incapacity provision includes only instances in which the father is in a State hospital for the insane. Aid is restricted to widows in Connecticut; in Illinois aid cannot be granted in behalf of children whose fathers are divorced from their mothers or are imprisoned; and in Iowa desertion and divorce are not recognized as reasons for granting mothers' aid.⁶⁰ Persons other than the child's mother may receive aid in his behalf under the laws of five of these States.⁶¹

Ages of Children

Aid may be granted in behalf of children until they are 16 years of age in all but 1 of the 10 States. The Kentucky law restricts the age limit to 14 but specifies that it may be extended to 16 years for children who have a satisfactory record of school attendance or are unable to work. Under the same circumstances, the age limit may be extended beyond 16 in Nevada; in Florida it may be extended if some special reason exists. The Florida law requires as a condition of eligibility that children of school age, physically and mentally qualified, must attend school. The Illinois law authorizes the continuation of aid until the child's majority if he is physically incapacitated for work.

Amount of Grant Permitted

The mothers'-aid laws of three States—Kentucky, Mississippi, and Virginia—do not specify a maximum amount of assistance which may be granted but leave the determination of the amount entirely to the discretion of the local administrative agency. The maximum monthly amounts allowable to families with three dependent children in the other seven States are shown in table 2. These amounts range from \$27 in Texas to \$66.08 in Connecticut.

FOOTNOTES

¹ Public aid for dependent children in their own homes provided from State and local funds only is called "mothers' aid" in accordance with terminology most commonly used in State laws enacted prior to the passage of the Social Security Act. Similar aid provided from Federal, State, and local funds or from Federal and State funds under State plans approved by the Social Security Board is called "aid to dependent children" in accordance with the terminology used in the Social Security Act.

² Alabama, Arizona, Arkansas, California, Colorado, Delaware, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, Tennessee, Utah, Vermont, Washington, West Virginia, Wisconsin, and Wyoming. In Missouri Federal funds were available in October 1937, but no payments from Federal funds were made until January 1938.

¹ Social Security Board, Bureau of Public Assistance. *Characteristics of State Plans for Aid to Dependent Children, December 1, 1937.*

² All States (including the District of Columbia) with approved plans for aid to dependent children in December 1937 (see footnote 2) had mothers'-aid laws in 1931 except Alabama, Georgia, and South Carolina.

³ U. S. Children's Bureau. *Mothers' Aid, 1931.* Bureau Publication 220, 1933.

⁴ Connecticut, Florida, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, Texas, and Virginia.

⁵ Idaho, Ohio, Rhode Island, Tennessee, Vermont. In Tennessee the commissioner of Institutions and public welfare may, with the consent of the Governor, appoint an advisory committee.

⁶ Arkansas, Georgia, Kansas, Maine, Massachusetts, Washington, West Virginia.

⁷ This situation exists in the States of Maine, Massachusetts, New Hampshire, New Jersey, Ohio, Rhode Island, and Vermont.

⁸ Alabama, Arizona, Arkansas, California, Colorado, District of Columbia, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Montana, Minnesota, Nebraska, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Utah, Wisconsin, Washington, West Virginia, Wyoming.

⁹ Alabama, Arizona, Arkansas, Colorado, District of Columbia, Georgia, Idaho, Kansas, Louisiana, Maine, Maryland, Montana, New Hampshire, New Mexico, New York, North Dakota, Oregon, Pennsylvania, South Carolina, Utah, Washington, West Virginia, Wyoming.

¹⁰ Arizona, Arkansas, Delaware, Idaho, Maine, Missouri, New Hampshire, New Jersey, New Mexico, Oklahoma, Rhode Island, Tennessee, Vermont, West Virginia.

¹¹ Alabama, California, Colorado, Georgia, Indiana, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, New York, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, South Carolina, Utah, Washington, Wisconsin, Wyoming.

¹² Delaware, New Hampshire, Rhode Island, Vermont.

¹³ Arizona, Delaware, Maine, New Hampshire, New Jersey, Rhode Island, Vermont.

¹⁴ Arkansas, Idaho, Missouri, New Mexico, Oklahoma, Tennessee, West Virginia. In New Mexico, the State was authorized to appropriate State funds but never did so.

¹⁵ Delaware, New Hampshire, New Mexico, Tennessee, Vermont.

¹⁶ Alabama, Colorado, Georgia, Indiana, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New York, North Carolina, North Dakota, Ohio, South Carolina, Utah, Wisconsin.

¹⁷ Alabama, Colorado, Georgia, Indiana, Louisiana, New York, Ohio, South Carolina.

¹⁸ Kansas, Maryland, Michigan, Minnesota, Montana, North Carolina, North Dakota, Utah.

¹⁹ In New Jersey, the county welfare board makes the final decision upon recommendation from the State agency. Because of the varying types of local organization, in Massachusetts the final decision may be made by the town board of public welfare following its own investigation or by the town board upon the recommendation of the town department of public welfare; and in Wisconsin, by the local department or by the local board upon the recommendation of the local department.

²⁰ California, Nebraska, Oregon, Pennsylvania, Washington, Wyoming.

²¹ Arizona, Arkansas, Delaware, Idaho, Maine, Missouri, New Hampshire, New Mexico, Oklahoma, Rhode Island, Tennessee, Vermont, West Virginia.

²² Administrative expense is not included in this discussion. The division of financial responsibility for assistance payments specified in the plans of some States may differ from the percentage distribution by source of funds of net disbursements for aid to dependent children for the fiscal year 1937-38. Such differences are attributable to changes in plans subsequent to December 1937 and to variations in financial responsibility for that portion of payments in excess of \$18 for the first child and \$12 for each additional child in the same home and for payments for which Federal funds may not be used, such as those for medical care, hospitalization, and burials and payments in behalf of dependent children 16 years of age and over.

²³ Local share in Maine, New York, and Vermont, 50 percent; Wisconsin, 47½ percent. In Kansas, the proportion may vary but the State may pay up to 20 percent.

²⁴ Alabama, Colorado, Delaware, Louisiana, Massachusetts, Minnesota, Montana, New Jersey, North Carolina, North Dakota, Oregon, Pennsylvania, Rhode Island, Wyoming.

²⁵ Arizona, Arkansas, Missouri, Nebraska, New Hampshire, New Mexico, Oklahoma, South Carolina, West Virginia.

²⁶ Georgia, 50½ percent; Indiana, 40 percent; Maryland, 53½ percent; Tennessee, 50 percent; Utah, 51½ percent. In Michigan the cost of assistance, other than the Federal share, is borne by the State except for that portion of allowances in excess of \$18 for the first child and \$12 for each additional child in the same home, which is shared by the counties and the State.

²⁷ California, Idaho, Ohio, Washington.

²⁸ Children's Bureau, op. cit., pp. 5-6. Arizona, California, Delaware, Maine, Massachusetts, New Hampshire, New Jersey, North Carolina, Pennsylvania, Rhode Island, Vermont, Wisconsin.

²⁹ California, Minnesota, New Hampshire, New Jersey, Pennsylvania.

³⁰ Minnesota, New Hampshire, New Jersey, Pennsylvania.

³¹ Children's Bureau, op. cit., p. 3. California, Colorado, Delaware, District of Columbia, Idaho, Louisiana, Minnesota, Nebraska, New Hampshire, New Jersey, New Mexico, New York, Rhode Island, Virginia, Wisconsin.

³² Arizona, Arkansas, Colorado, Delaware, District of Columbia, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Tennessee, West Virginia, Wyoming.

³³ District of Columbia, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Vermont, Wisconsin.

³⁴ Maryland, Minnesota, New York, North Dakota.

³⁵ Children's Bureau, op. cit., p. 3. Colorado, District of Columbia, Indiana, Kansas, Maine, Massachusetts, Michigan, Missouri, Nebraska, New Hampshire, New Mexico, North Carolina, Rhode Island, Washington, Wisconsin.

³⁶ *Ibid.*, p. 3. Aid to families in which the father was incapacitated was available under a number of different conditions in 17 States, and in 3 States (Idaho, Oklahoma, Pennsylvania) it was limited to families in which the father was in an institution.

³⁷ *Ibid.*, p. 3. California, Idaho, Maryland, Montana, Oklahoma, Oregon, Pennsylvania.

³⁸ *Ibid.*, p. 3. Arizona, Maryland, Pennsylvania, Vermont, West Virginia.

³⁹ Arizona, California, Delaware, Maine, Massachusetts, Minnesota, Missouri, Oklahoma, Pennsylvania, Rhode Island, Vermont, Wisconsin, Wyoming.

⁴⁰ District of Columbia, Kansas, Michigan, North Carolina, Oregon, Washington, West Virginia.

⁴¹ Arizona, Georgia, Idaho, Indiana, Louisiana, Maryland, Minnesota, New Jersey, New York, North Dakota, Oregon, Pennsylvania, Tennessee, Utah, Wyoming.

⁴² Children's Bureau, op. cit., p. 4.

⁴³ Kansas, North Carolina, Oklahoma, Wyoming.

⁴⁴ Maryland, New Mexico, Oregon, Rhode Island, West Virginia.

⁴⁵ Alabama, Arkansas, California, Delaware, District of Columbia, Georgia, Kansas, Louisiana, Maine, Massachusetts, Michigan, Montana, New Mexico, New York, Ohio, Oregon, Rhode Island, Utah, Washington, Wisconsin.

⁴⁶ Arizona, Colorado, Idaho, Maryland, Missouri, Nebraska, New Hampshire, North Carolina, North Dakota, Oklahoma, Pennsylvania, Wyoming.

⁴⁷ Children's Bureau, op. cit., p. 5.

⁴⁸ Arkansas, California, Delaware, Idaho, Kansas, Michigan, Missouri, Montana, Nebraska, New Hampshire, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Utah, Vermont, Washington.

⁴⁹ Arizona, Colorado, Indiana, Maryland, Tennessee, West Virginia.

⁵⁰ District of Columbia, Louisiana, Maine, Massachusetts, Minnesota, North Dakota, Pennsylvania, Rhode Island, Wisconsin, Wyoming.

⁵¹ Arkansas, California, Delaware, Kansas, Michigan, Montana, New Mexico, Ohio, Oregon, Utah, Washington. New York, which is not included in table 1, had no maximum in 1937 but had one in 1931.

⁵² Arkansas, Delaware, Idaho, Oklahoma, Vermont, Washington.

⁵³ Here "States" is used in the strict sense and does not include the District of Columbia and Hawaii.

⁵⁴ Arizona, California, Delaware, Maine, Massachusetts, Minnesota, Missouri, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Pennsylvania, Rhode Island, Vermont, and Wisconsin.

⁵⁵ By December 1937, Florida, Iowa, South Dakota, and Texas had enacted legislation pertaining to dependent children in addition to the mothers'-aid laws here discussed; but, for various reasons, these laws were inoperative and are therefore not included in this discussion. Nor does the discussion include a description of the State laws in Michigan, Nebraska, Oklahoma, and Tennessee under which mothers' aid from local funds is administered concurrently with aid to dependent children under a State plan approved by the Social Security Board.

⁵⁶ The Kentucky law authorizing each county to establish a mothers'-aid fund provided for the creation of a State agency, the Kentucky Children's Bureau, to supervise the administration of mothers' aid and other functions of county children's bureaus created by the same law. The State agency was abolished and its powers transferred to a State Department of Public Welfare in 1934; in 1936, the Department of Public Welfare was abolished and its powers transferred to the Department of Welfare which exercises all administrative functions of the State in relation to "the administration and supervision of all forms of public assistance . . . including aid to dependent children" . . . and the "provision of welfare service to county governments, including the organization and supervision of county welfare departments for the effective administration of welfare functions . . ." In December 1937, mothers' aid was administered in two counties under the provisions discussed in this section. In a number of other counties the State Department of Welfare administered aid to dependent children as a demonstration program under different conditions of eligibility with Federal funds made available for child-welfare services.

⁵⁷ Illinois, Iowa, Mississippi, South Dakota.

⁵⁸ The Iowa law defines "widow" to include any mother whose husband is an inmate of any institution under the care of the State Board of Control while her husband is so confined.

⁵⁹ Florida, Kentucky, Mississippi, South Dakota, Virginia.