

R E P O R T
OF THE
AID TO DEPENDENT CHILDREN ADVISORY COMMITTEE

Rough Draft
1963-1965

I N T R O D U C T I O N

This report contains the findings and recommendations of the Aid to Dependent Children (ADC) Advisory Committee which was established to study the Iowa ADC program during the 1963-65 Legislative Interim. A study of the Iowa Aid to Dependent Children program was requested by twenty-nine members of the 60th General Assembly. It was suggested that the following areas be emphasized in the proposed study.

1. The present aid to dependent children program in Iowa.
2. Aid to dependent children programs in other states, particularly trends in caseloads resulting from administration and enforcement of state programs.
3. Determine if other states have attempted to rehabilitate selected cases of ADC recipients with the goal of reducing the caseload as well as returning the individual to society in an earning capacity. A complete report and evaluation of existing programs should be secured from each state which has undertaken rehabilitation services.
4. Make a thorough review of the Iowa State Department of Social Welfare in order that the administration of the aid to dependent children program may be related to the total effort of the Iowa Department.

For the purpose of legitimately reducing the aid to dependent children caseload and returning self-respect to recipients, the legislative advisory committee is directed to assess the valuation of the ADC program in Iowa and other states and recommend a program of rehabilitation in an attempt to improve the Iowa program.

The Iowa Aid to Dependent Children Program Study was authorized by the Legislative Research Committee in August, 1963. A Legislative Advisory Study Committee was established by the Research Committee as authorized by Sections 2.55 and 2.56, Code of Iowa (1962).

The Legislative Research Committee directed that the ADC Program Study be limited to the following specific areas:

1. The rehabilitation of ADC recipients.

2. The rules and regulations of the ADC program with emphasis on rules and regulations concerning ADC grants.

The Committee held an organizational meeting October 8, 1963 at which time Committee members unanimously agreed that a study of rehabilitation would necessarily require the compilation of information relating to all areas of the ADC program. It was therefore resolved that the Committee would begin with a preliminary study of the entire ADC program before a decision was made regarding whether to limit the study to rehabilitation or other particular areas of the ADC program.

In order to obtain direct information on the problems in the ADC Program, Study Committee members, accompanied by the director or a representative of their county departments of social welfare, visited homes of families receiving ADC. Committee members observed the most common problems of ADC families to be related to the amount and the use of ADC grants. In many cases the grant was considered by the family to be insufficient to meet minimum needs. Also, Committee members expressed concern that grants were used inefficiently in several cases. Several mothers express an interest in home management courses to improve housekeeping, child care, and budget planning. Employment for increased self-support had been considered by several ADC mothers. However, the need to be home with small children and the advantage of medical benefits under the ADC program were frequent determining factors against employment. The social problem of illegitimacy which creates a need for public assistance and adversely influences public opinion of the ADC program was also noted.

Committee hearings attended by various individuals and groups were held in order to more completely determine the problems in the ADC

program and the changes in statute and administrative policy which could improve the Program. Those attending the hearings were members of the State Board of Social Welfare, staff members of state and county departments of social welfare, representatives of the U.S. Department of Health, Education and Welfare, representatives of the District Court Judges Association's Committee on Juvenile Affairs and Iowa County Attorneys' Association, representatives of public and private social service agencies and organizations, and interested individuals.

For purposes of organization, this Report has been divided into six subject areas. The subject areas are Background of the Iowa Aid to Dependent Children Program; Vocational Training, Education, and Rehabilitation; Casework Services; Guardianships; Divorce, Separation and Desertion, and Child Support; Illegitimacy; and Rules Governing the Distribution of ADC Funds.

II BACKGROUND OF THE IOWA AID TO DEPENDENT CHILDREN PROGRAM

A. The Original Program

The Aid to Dependent Children (ADC) Program became effective in Iowa July 1, 1943 through adoption of legislation by the Fiftieth General Assembly. The purpose of the ADC program was to maintain a family environment for children in financial need.¹

ADC was to be a uniform, state-wide program administered by state and county departments of social welfare under Federal and State statute. Administrative policy was determined by the Bureau of Public Assistance of the Federal Security Agency² and the Iowa State Board of Social Welfare. The ADC program replaced the counties' programs of Widows' Pensions which had been independently administered and financed by the separate counties. The cost of the ADC program was to be shared by Federal, State, and county governments.

Eligibility for ADC was defined by both Federal and State statute and determined in each case by the county board of social welfare. ADC was to be available for a child under the age of 16, or under the age of 18 if regularly attending school, who lacked adequate financial support and parental care due to one or both

¹ Acts and Joint Resolutions Passed at the Regular Session of the Fiftieth General Assembly of the State of Iowa (1943), Chapter 130.

² The functions of the Federal Security Agency were transferred to the U.S. Department of Health, Education, and Welfare in 1953 by Act of the U.S. Congress. The name of the Bureau of Public Assistance was changed by administrative order to the Bureau of Family Services, January 1, 1962.

parents being either absent from the home or incapacitated. The child had to be living in a suitable family home maintained by at least one of the relatives specified by Iowa statute. The only residence requirement was that the child had lived in Iowa for one year immediately preceding application. A child less than one year old was eligible to receive ADC if the mother had lived in Iowa for one year immediately preceding the birth of the child.

The ADC grant together with other income available was intended to provide a "reasonable subsistence compatible with decency and health."¹ The amount of the grant was to be the minimum basic need of the individual family, as determined by the Department of Social Welfare, less the amount of all other income available to the family. The original Iowa ADC statute limited the grant to \$15.00 per month for one child with an additional \$10.00 per month for each additional child in the home to a maximum limit of \$50.00 per month for all children in one home.² Parents or relatives with whom a child was living were not included in the grant.

B. Changes in the Iowa ADC Program since 1944.

1. Scope of the Program. The needs of one parent, or adult relative with whom a child receiving ADC was living, were included in the ADC grant by Federal statute in 1950. This change in the

¹ Acts and Joint Resolutions Passed at the Regular Session of the Fiftieth General Assembly of the State of Iowa (1943), Chapter 130,

² Ibid.

program was put into effect by the Iowa State Board of Social Welfare February, 1951. Incapacitated persons were included as the second adult relative in the ADC grant policy of the Iowa State Board of Social Welfare, November, 1962.

Payments for medical care for Iowa ADC recipients had fluctuated depending upon the limitations of state funds and had been discontinued July, 1953. Medical care, except hospitalization, was included in the ADC grant in 1959 as a result of an increase in Federal funds. Payments were made by the State Department of Social Welfare directly to the practitioners and pharmacists.

2. Eligibility Requirements. The eligibility requirements for ADC have remained very nearly the same as those originally defined. The age limit for eligibility was extended by the 61st General Assembly to 20 years of age for students "regularly attending a high school in pursuance of a course of study leading to a high school diploma or its equivalent, or regularly attending a course of vocational or technical training designed to fit him (them) for gainful employment."¹ Eligibility was also extended by the 61st General Assembly to children placed in foster homes by court order while receiving ADC. The listing of relatives approved to maintain a home for and receive the grant for a child receiving ADC was considerably expanded by the State Board of Social Welfare, with the additional requirement that such relative be 21 years of age or have reached his majority through marriage.²

¹ House File 304, approved June 2, 1965

² 1962 Iowa Departmental Rules, page 488, section 239.1(4)(a).

3. Grants.

a. By Statute. ~~A statute limited~~ ^{The} original Iowa ADC statute limited the grant to \$15.00 per month for one child and an additional \$10.00 per month for each additional child in the home to a maximum of \$50.00 per month for all children in one home.¹ The maximum limits were amended effective July, 1945, to \$18.00 for one child and \$12.00 for each additional child to a maximum of \$75.00 per month for all children in one home.² All maximum limits were removed from July 1, 1947³ until July 1, 1955 when a maximum of \$175.00 for the monthly payment to each family became effective as enacted by the General Assembly.⁴ This maximum limit was considered by the State Department of Social Welfare to reduce the ~~the~~ average ADC grant per case to a standard of living below that provided for by other public assistance programs in Iowa.⁵ The \$175.00 limit was not used beginning April, 1957 after the Supreme Court declared the Act for a maximum limit to be unconstitutional. The provision has not been removed from the statute.

¹ Acts and Joint Resolutions Passed at the Regular Session of the Fiftieth General Assembly of the State of Iowa (1943), Chapter 130, Sec. 5.

² Acts and Joint Resolutions Passed at the Regular Session of the Fifty-First General Assembly of the State of Iowa (1945), Chapter 117.

³ Acts and Joint Resolutions Passed at the Regular Session of the Fifty-Second General Assembly of the State of Iowa (1947), Chapter 134, Sec. 1.

⁴ Acts and Joint Resolutions Passed at the Regular Session of the Fifty-Sixth General Assembly of the State of Iowa (1955), Chapter 6, Sec. 4.

⁵ Report of the Department of Social Welfare for the Fiscal Year July 1, 1955 to June 30, 1956, page 4.

The court ruled¹ that the basis of the Iowa ADC Program was the needy child and that the amendment providing for a maximum limitation of the ADC grant would discriminate against a child from a family with many children in the home since the needs of the individual child would not be considered. The amendment was therefore in contradiction with Article I, section 6 of the Constitution of the State of Iowa: "All laws of a general nature shall have a uniform operation; the General Assembly shall not grant to any citizen, or class of citizens, privileges or immunities, which, upon the same terms shall not equally belong to all citizens."

The court also ruled that a maximum limitation would tend to encourage families with many children to separate children into homes of relatives and would, therefore, be contradictory to the intent and purpose of the ADC program established by statute to maintain the family unit.

b. By administrative policy

Administrative policy of the State Board of Social Welfare has frequently changed the amount of assistance granted to individual ADC recipients. The standard schedule of minimum needs which is used in determining the grant is revised in response to a rising cost of living in Iowa. The State Board of Social Welfare has been criticized however, particularly by welfare recipients, for not revising the standard schedule at a rate consistent with actual minimum subsistence.

¹Collins v. State Board of Social Welfare 1957. 248 Iowa 369.
81 NW2d 4.

~~(Mrs. Rhoades, Oct. 9)~~ The standard schedule used at present in Iowa is based on a cost of living at 1937 prices.¹

The amounts of ADC grants have also been greatly affected by the funds available for the ADC program. When appropriations have been inadequate or when unforeseen costs such as an unusual rise in caseload have occurred during the biennium the ADC grant has been decreased to less than 100% of minimum subsistence as determined by the standard schedule.

Any income other than ADC available to a family was subtracted from the ADC grant except from 1950 to November 1963 when income was allowed to make up the deficit between determined minimum need of the family and the amount of the ADC grant. Working allowances per person are allowed when income is received from employment. The administrative policy of deducting income has been criticized for not encouraging ADC recipients to seek employment and become increasingly self-sufficient (Mrs. Rhoades, Oct. 9) or to save for further education of children.

4. Caseload

The ADC caseload at the end of fiscal year, 1944, was 3,046. The caseload for June, 1965, was 10,908 for a percentage increase of 258%. since June, 1944.

*now
13,800
April 1968*

¹ Iowa State Department of Social Welfare Report to the ADC Study Committee, October 8, 1963, p. 2.

a Statute and Administrative Policy

The rate of increase of the ADC caseload can be partially explained by the changes in statute and policy already discussed. The federal statute permitting the inclusion of one parent or adult relative in each ADC grant was reflected by an increase of 4699 recipients for February 1951¹ over January. The policy change amending the list of adult relatives eligible to receive the ADC grant for a needy child presumably also expanded eligibility to receive ADC to several additional family units.

b Socio-Economic Factors

There have also been socio-economic factors affecting the ADC caseload. The ADC program was initiated in Iowa during wartime conditions when prosperity was high and need for public welfare was low.² "The war period brought expanding employment. Many women, youths, and older persons entered the labor force. Unemployment almost disappeared."³ Post-war decline in employment of unskilled labor has considerably narrowed the range of employment opportunities available, ~~particularly for women without vocational training and experience.~~ Frequently wages for unskilled workers are low and inadequate to support a family with children. The need for public assistance to maintain families increases. If the same employment conditions necessitating public assistance continue, ADC recipients

¹ Department of Social Welfare, Division of Research and Statistics.

² Report of the Department of Social Welfare for the Fiscal Year July 1, 1946 to June 30, 1947. State of Iowa, 1947, p. 20.

³ Gordon Wagenet (former Assistant Director, U.S. Bureau of Employment Security) "Twenty-five Years of Unemployment Insurance in the United States", Social Security Bulletin, Vol. 23, No. 8, August 1960.

remain dependent on ADC due to their inability to obtain employment with income sufficient to become self-supporting.¹

C. Population

Increases in the Iowa population under 18 would appear to have some proportional effect on the ADC caseload as shown by the following table. The fourteen counties with the largest ADC caseload increase from 1950 to 1960 also had, except in one instance, substantial increase in population under 18. Another population factor affecting the ADC caseload is the rising rate of illegitimate births in Iowa. Illegitimate births have increased 65.65%² in the last ten calendar years, although all live births in Iowa have decreased 12.86%^{3,4}. A discussion of the effects of illegitimacy on the ADC program can be found on page _____ of this report.

D. Length of Time Receiving ADC

Another explanation for the increase in caseload is the length of time the family remains on ADC. Statistics compiled by the State Department of Social Welfare for November 1, 1958 and November 1, 1961, indicated that the number of cases continuing for three years or more increased by 31% and accounted for 75.5% of the increase in total ADC caseload during that time period. A significant change was the 52.7% increase in the number of cases continuing 5 years or more.

¹ See appendix for the educational and employment status of ADC fathers and mothers.

² From 1208 illegitimate births in 1955 to 2,001 in 1964.

³ From 63624 live births in 1955 to 55,443 in 1964.

⁴ Data obtained from State Department of Health, Division of Vital Statistics.

Emphasis of the Iowa ADC Program

A major concern of observers of the ADC program is that ADC recipients are becoming dependent on welfare as a way of life at present and for succeeding ^{generations} operations. Methods for breaking the cycle of dependency on public assistance emphasize vocational training, education, and rehabilitation of ADC recipients to increase personal and financial independence and intensive casework services to strengthen family relations and improve home management.

Problems of administration, specifically in regard to maintaining adequate appropriations and casework staff, increase in proportion to an increasing ADC caseload. Administration and maintenance of status quo of necessity become prime concerns with less consideration being given to reducing the caseload by encouraging and facilitating self-sufficiency.

The recommendations of the ADC Study Committee emphasize the importance of meeting the needs of ADC recipients in the manner which would be most effective in improving the self-sufficiency of the individual or family. Also stressed is the necessity of preventing misuse of the ADC program by persons either not eligible to receive ADC or more properly qualified to receive assistance under another program.

Cost of the Program

The increasing ADC caseload and ^{average} average ADC grants, and the resulting increase in casework staff and administrative personnel have caused a corresponding increase in the cost of the ADC program.

Participation by Federal, state, and county governments in the cost of the program is determined by Federal statute and administrative policy. The present Federal participation percentage in Iowa for the cost of ADC grants is \$14 of the first \$17 per recipient, plus 56.9%¹ of the balance, including medical costs, up to \$30. The balance of the cost of assistance is to be shared equally by the state and counties.

The cost of administration is shared by Federal and state governments. The Federal government provides for 75% of the cost of salaries and training of staff of state and county departments if casework services are being provided as prescribed by Federal statute to improve the "capability for self-support or self-care" and "to prevent or reduce dependency" on public assistance.² A portion of the administrative costs to the counties is refunded with Federal funds. The balance of total administrative cost is met with state funds.

¹The percentage determined by a formula based on per capita income in Iowa comparative to the national average income per capita.

²United States Code Annotated, Title 42, section 603(A), (D).

VOCATIONAL TRAINING, EDUCATION, AND REHABILITATION

The educational backgrounds and vocational status of parents of children receiving ADC vary considerably but in many cases are factors hindering employability at wages adequate for self-support. A study of characteristics of ADC recipients in Iowa was compiled by the State Department of Social Welfare, November, 1961, on the basis of data obtained from a systematic sample including approximately 10% of the total ADC caseload. Statistics compiled showed 18.8% of all fathers included in the ADC grant had completed high school and 3.6% had completed one year of college or more. However, 28.7% of the fathers had completed only eighth grade and another 20.3% had completed seventh grade or less. Of the mothers 29.2% had completed high school and 2.6% had one or more years of college, while 21.6% had completed only eighth grade and 9.8% finished seventh grade or less.

Of the fathers 35.5% were unskilled or had never been employed full-time while 36.7% of the mothers were reported to be unskilled or had never been employed. In 76.5% of all ADC families the mother was in the home and unemployed, but 54.6% of all mothers were reported to be needed in the home to care for another person and 6.6% were reported physically or mentally not able for employment.

For the purposes of this report, ADC recipients can be grouped into three categories of financial dependence. One category of recipients have temporary financial needs but may need guidance in obtaining employment or other available income such as budgets and pensions. Recipients in the second category need vocational training, education, and rehabilitation along with casework services in order to become self-supporting. The recipients in the remaining category are the most financially dependent due to physical and mental conditions or to very limited backgrounds in education and vocational training and are probably permanently dependent on public assistance.

It is primarily to the second category which the recommendations of the Study Committee pertain. A possible percentage of the Iowa ADC caseload which could be financially independent if training and education were provided has not been reasonably determined.

An extensive study in Cook County, Illinois, found almost half the random sampling (1,010) of families to have excellent potential for "achieving personal and economic independence within a reasonable period of time. . . if adequate day care facilities could be arranged for the children of some, if vocational training could be provided for others, or if dental or medical care could be provided to correct a condition interfering with employment."¹ "In at least 3 percent of the cases, there were no real obstacles to employment."² "In some 46 percent of the families the potentialities of full or partial self-support were good if [the above mentioned] problems could be overcome."³

"In some of the families the rehabilitation potential included the possibilities of family reunion, of increased contributions from an absent parent, marriage of unmarried parents, support from older children or employability gained through a short term, inexpensive vocational training course."⁴

"The rehabilitation potential of these families cannot be realized, however, unless the major impeding problems are resolved and jobs for them are available within a reasonable distance of their homes, at prevailing wage rates and under reasonable working conditions. Also, the practices throughout the county department would have to be made uniform and consistent with state policies."⁵

"In 52 percent of the cases there was little or no likelihood that the family would be self-supporting within a reasonable period of time. In these there were more family weaknesses than family strengths--family weaknesses which could not be expected to be resolved easily or quickly."⁶

"It was evident in this study of the rehabilitation potential that most families need public welfare services in addition to financial assistance, if this potential is ever to be realized.

¹ Facts, Fallacies and Future: A Study of the Aid to Dependent Children Program of Cook County, Illinois. Greenleigh Associates, Inc.

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

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"It was also evident that even in the families with little possibility of full rehabilitation in the near future they require various kinds of services to help them preserve family unit and such strengths as are present, resolve various kinds of problems and work toward self-support of the children and the mother when the children are out of the home. This would at least serve to break the cycle of dependency."¹

Previous Pilot Projects

Pilot projects conducted in Iowa to enable ADC recipients to receive education and vocational training have been encouraging in regard to the possibility of reduction or stabilization of the ADC caseload and the total cost of ADC grants to families involved.

¹Ibid.

The State Board of Social Welfare authorized a pilot project "granting a special allowance for child care to enable carefully selected ADC mothers to take training in some practical field for employment." The extra cost of clothing and lunches for the mother, if needed, were included in the ADC grant, but no provision was made for the cost of training.

From January 1, 1959 through December 31, 1964, 94 ADC mothers participated in the project.¹ Training was successfully completed in 55 cases, training plans were not completed in 28 cases due to such factors as remarriage, moving out-of-state, health problems, or withdrawal from the project. Eleven mothers were still actively in training, December 31, 1964. The period of training varied widely, from 5 months in one case to 8 months in another.

Dependency on ADC was terminated or reduced in the greater majority of cases. Grants were cancelled in 55 cases and reduced in 12 cases. Assistance continued unchanged to 16 families no longer in training and to the eleven families still in training.

The total cost of providing child care allowance in the cases terminating training between January 1, 1959 and December 31, 1964 was \$30,033. Savings resulting from cancelled and reduced grants has not been reported for the entire five years under discussion. Cases completing training during 1964 received a total of \$4,472 for child care allowance compared with the per month average of \$1,642.00 in ADC grants cancelled or reduced in these cases.

¹ Statistics obtained from the State Department of Social Welfare.

5

A Work-Remotivation project¹ for ADC mothers was conducted by the Black Hawk Department of Social Welfare and the Mental Health Center during 1963. Participants were carefully screened by the caseworker and selected on the basis of an indicated positive work experience or positive motivation toward work.

Group discussion and the group worker from the Mental Health Center analyzed ~~and dealt with~~ resistances to obtaining employment.

Of the 17 ADC mothers participating, 12 found employment, seven through their own efforts. Five mothers dropped out or were not able to find a satisfactory ~~employment~~.

The following statement was made by the Director of the Black Hawk Department of Social Welfare concerning the results of the project: "This project demonstrates that there is a need for a service which will focus directly on resistances to work. It is suggested that these resistances are enforced through dependency on ADC, but when analyzed and examined, can be dealt with."²

A demonstration project, jointly administered by the Iowa Division of Vocational Rehabilitation and the State Department of Social Welfare, was established July 1, 1964. The purpose of the project is "to develop and improve professional techniques and administrative methods which will increase the number of disabled applicants and recipients of public assistance (ADC) who will become remuneratively employed as a result of Vocational Rehabilitation Services."³

The correlation of intensive services by social welfare caseworkers and Vocational Rehabilitation counselors emphasizes early referral of ADC applicants and recipients for vocational rehabilitation services in attempting to prevent dependency and deterioration of salable skills and abilities. Efforts are being made to alleviate

¹ Summary Report of Black Hawk County Work-Remotivation Project. Submitted by Mrs. Ruth B. Oliver, Director, Black Hawk County Department of Social Welfare. Waterloo, Iowa. January 17, 1964.

² Ibid.
³ An intensive, integrated program of Vocational Rehabilitation Services for Disabled Public Assistance Applicants and Recipients: A Selected Demonstration Project. Project proposal submitted by the Division of Vocational Rehabilitation and the State Department of Social Welfare.

People must have something to do
Ch. 1
J. 1
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previously noted causes of the time lag in referral. Caseloads are limited to 50-60 active cases per worker. The need for competent, professional staff is stressed. Adequate funds for competent administration are available. The importance of cooperation with "other public or voluntary agencies which provide social, health, or rehabilitation services" is also emphasized.

The project is financed with federal and state funds. Federal funds totaling nearly \$69,000 or 77.12% of the cost of the project, are available annually for three years but the project must be renewed each year. The total cost of services for fiscal year 1965 was \$21,831.47.¹

Results of the first year of the demonstration project showed referrals made in 690 cases from June 1, 1964 through June 30, 1965. Preliminary screening, completed on 485 cases, rejected 244 cases and assigned 241 cases to Vocational Rehabilitation. Cases closed in ADC before rehabilitation began numbered 58 and 2 cases were closed unemployed before rehabilitation. There were 169 cases still in training June 30, 1965. Nine recipients successfully completed rehabilitation and were employed during the fiscal year.

An examination of reasons for rejection of cases for rehabilitation services showed that in 54 of the 98 cases screened out between January 1 and July 1, 1965, the ADC recipient declined services. The most frequent reason for declining services was that the ADC recipients was needed in the home to be with small children. Some were grandparents who were not considering employment. Those already employed or participating in an education or training program numbered twenty.

Proposed Pilot Project

On the basis of results of previous pilot projects, it is the recommendation of the ADC Program Study Committee that a two-year pilot project be established under the administration of the State Department of Social Welfare. The purpose of the pilot project will be to enable selected ADC recipients to obtain vocational training, education, and rehabilitation in order to become increasingly self-supporting.

¹Report on fiscal year 1965 obtained by letter from Mr. Tom C. Benedict, State Casework Consultant, Division of Vocational Rehabilitation, August 6, 1965.

The state and county departments of social welfare will determine individual needs and capabilities in selecting qualified recipients and will locate the most appropriate training and education programs available to the individual. Departments of social welfare will not conduct ^{the actual} training or education programs. The cost of training and related expenses will be provided for where necessary by the State Department of Social Welfare. Intensive casework services to enable the individual and the family to realize the full benefit of training ^{and} education programs participated in will be performed by social welfare caseworkers.

To expand the availability of training and education programs the State Department of Social Welfare should emphasize communication within the community and between state and local offices regarding all Federal, state, and local agencies and organizations, both public and private, which offer programs of possible benefit to ADC recipients. The Study Committee is aware of the probable need for increased appropriations to state agencies expanding programs and increasing participation in federally sponsored programs to accommodate additional ADC recipients.

The following guidelines for the pilot project are proposed by the Study Committee:

- Skilled vocational counselors and other appropriate services available should be used in the careful screening of applicants to increase the possibilities of the success ~~of the pilot project.~~
- Participants in the pilot project should enter training programs based on the employment needs of the State to insure that continuing employment will be available upon completion of the training.
- No college education requiring more than two years for completion will be permitted under the pilot project if financial assistance in the cost of education is to be provided from state funds.
- The State Department of Social Welfare should make use of any financial assistance available to ADC recipients participating in vocational training, education, or rehabilitation programs before providing financial assistance through the pilot project. There should be no duplication of payments by the State Department of Social Welfare and other public and voluntary agencies or organizations for the cost of vocational training or education and related expenses of the ADC recipients.

-The State Department of Social Welfare should file a report with the succeeding General Assembly outlining the results of the pilot project.

It is further recommended by the Study Committee that \$500,000 in addition to the appropriation for the regular ADC program of grants and services be appropriated by the State for the pilot project for each year of the legislative biennium. The appropriation shall be used for no purpose other than the pilot project and shall be used to provide complete vocational training, education, and rehabilitation for as many ADC recipients as is possible. Any balance of funds at the end of the biennium would revert to the General Fund of the State of Iowa.

County governments would not be asked to participate in the cost of the pilot project. Participation of ADC recipients in the project would not, therefore, be dependent upon the limitation of funds available for social welfare within any county. Federal funds, however, would be accepted for the project when available.

In determining the amount of the appropriation to be recommended for the pilot project, the ADC Program Study Committee requested the State Department of Social Welfare to prepare an estimated annual cost. The estimate was based on the anticipated expenses of approximately 500 recipients.

Estimated annual costs of training program for 500 ADC recipients¹

(1) Supplemental education and training expenses -

| | | |
|------------------------------------|---------------|-----------|
| Tuition at \$300 per person | \$150,000 | |
| Transportation at \$60 per person | 30,000 | |
| School supplies at \$40 per person | 20,000 | |
| Uniforms, etc. at \$40 per person | <u>20,000</u> | |
| Total | | \$220,000 |

(2) Child care *and related expenses*

| | | |
|---|---------------------------|-----------|
| Child care, 1200 children at \$150 each | 180,000 | |
| Extra clothing allowance, 1700 persons at \$3 per month | 61,000 ² | |
| Extra food allowance, 1700 persons at \$4 a month | 81,000 ² | |
| Extra rent, utilities allowance | <u>90,000²</u> | |
| Total | | \$412,000 |

¹ Iowa State Department of Social Welfare, Report to the ADC Study Committee, November 6, 1964, page 4.

² The use of funds from the pilot project appropriation for the cost of extra clothing, food, and rent and utilities may not be necessary if regular social welfare appropriations permit ADC grants at 100% of determined need since the extra costs could be absorbed in the grant.

(3) Estimated cost of additional case-workers needed to provide expanded, intensive casework services (Federal funds are available for 75% of estimated total cost)

\$ 14,000

Estimated Total Annual Cost

\$646,000

If ~~it can be assumed that~~ approximately 500 ADC recipients will be selected annually for vocational training, education, and rehabilitation programs, nearly 5% of the current ADC caseload of _____ cases will be involved in the pilot project each of the two years. On the basis of results of previous projects with ADC recipients and with an awareness of the many problems of individual recipients, it is anticipated by staff members of the State Department of Social Welfare that 75-90% of the participants in the pilot project would be able to complete training and achieve financial independence.

The estimated annual savings in the cost of ADC grants which could be expected to result from the pilot project based on the _____, 1965 average grant per case of _____, is approximately _____.

Don't know

CASEWORK SERVICES

Vocational training and education programs attempt to remedy the lack of vocational skills and education and to enable the individual to attain an improved degree of financial independence. But, vocational training and education alone are not the solutions to all the personal problems of ADC recipients. Casework services by skilled, experienced social welfare workers are necessary in all ADC cases.

The type and intensity of casework services required vary considerably among individuals and families. Each family applying for ADC should be assigned to a skilled caseworker. Intensive casework services at the time of application, or intake, can prevent need for ADC by finding employment or other available income and can also prevent dependency on public assistance by determination of family problems and early referral for services to enable the family to become financially self-supporting.

Some families need only to have the ADC grant determined with possibly some help in establishing a budget. Other families need intensive casework services to identify, accept, and remedy problems such as family relations, personal self-care, ^{and} home management. Guidance by social workers in helping parents to understand and improve the care of children and the home and to strengthen family relations may assist the children in attaining personal and financial independence as adults and breaking the cycle of dependency on public assistance.

Personal problems regarding attitudes toward job interviews and employment and problems of child care and transportation often hinder or prevent participation in vocational training programs or employment. Casework services in such cases can result in increased self-support of the family.

Marin County (California) Study

A study was made of casework practices, administrative changes from 1951 through 1956, and results achieved by the Marin County Welfare Department when emphasis was changed from eligibility determination to casework services, workers' caseloads were reduced, and better-trained staff was employed.

"The experience of Marin County indicates that public welfare departments can attain an encouraging degree of success in helping troubled people find more constructive ways of life. Total costs can be reduced.

"The indispensable prerequisites (sic) are realization on the part of the administration of the importance of combining skilled social services with needed financial assistance and the creation of a setting which facilitates the giving of such services."¹

In 1952 administrative changes were made to establish a Family Care Unit to serve all the needs of families with children. Each case was assigned to only one worker. More difficult cases were transferred to the Child Welfare Services Unit and 24 chronic cases were assigned to a worker with graduate social work training. A staff development program was initiated.

Results were encouraging despite the initial problems of staff turnover in obtaining better trained staff and the resulting pressures on caseworkers. Workers were better able to know families as a whole and to focus services on family problems when each case was handled by only one worker. The more difficult cases could be closed after a few months of intensive services from professionally trained child welfare caseworkers.

The worker with the experimental caseload of 24 chronic cases was able to identify dominant family problems, and improvement was noted in all but two cases after one year. "Even without having formally measured the results of this experience, the agency concluded that intensive effort in all such cases was indicated and that casework given in the early stages of agency contact contributed to prevention of personal and family breakdown and economic dependence."²

¹ A Study of Marin County California: Building Services Into a Public Assistance Program Can Pay Off. State of California, Department of Social Welfare, page 41.

² Ibid., page 11.

Administrative changes, 1953-1956, continued to emphasize casework services, reduced caseloads, and staff development. Caseloads were reduced from 85 to between 40 and 50. Assignment of cases depended on the distances involved and on individual abilities of caseworkers.

Staff members employed after 1954 had to have either one year of graduate social work training plus one year of experience in family or child welfare work, or two years of graduate social work training. Staff not meeting these requirements were encouraged to return to school on a leave of absence. Also deliberately considered in staff recruitment was a personal conviction of the necessity of intensive casework services in addition to determination of eligibility. The competitive position of Marin County in obtaining qualified staff was improved and staff turnover was much reduced. Supervision was increased, especially for new caseworkers, and the staff development program continued, primarily as in-service training.

Some reduction in the clerical duties of caseworkers was made possible by creation of the position of senior clerk. The senior clerk was carefully trained to do much of the budget-change work formerly assigned to the caseworkers.

Closer cooperation between the department of welfare and other agencies was developed. Four hours per month of psychiatric consultation was contracted. ~~for~~ "Constructive and frequent use of interagency conferences became regular practice." The position of medical liaison worker was established to carry the straight medical cases. "Consultation with the county physician was available as needed regarding medical problems."¹ As a result of the "conviction of the value of all-out efforts to solve problems of dependency, combined with 1951 legislation requiring the welfare department to notify the district attorney of its nonsupport cases,"² two investigators were appointed in the district attorney's office to locate and secure support from absent parents.

¹ Ibid., page 16.

² Ibid., page 17.

Both the caseload and total aid payments decreased in Marin County, 1954-1956 as compared with increases for all the San Francisco Metropolitan area counties. "The monthly average number of Aid to Needy Children¹ cases in Marin County decreased 8.8 percent in 1954-55 as compared with 1953-1954 and 23.6 percent in 1955-56 as compared with 1954-55. During this same period the monthly average number of Aid to Needy Children cases increased in the total group of counties by 9.5 percent in 1954-55 over 1953-54, and decreased a negligible 0.7 percent in 1955-56 as compared with 1954-55. When a single month (June) for these periods is looked at, similar differences in trends are observable."² Rates of application for assistance remained approximately the same for both areas. The ratio of applications granted to total applications gradually decreased in Marin County but increased in the total San Francisco area, which perhaps suggests the value of bearing down on family problems at intake. It was also significant that "requests for restoration dropped sharply (-32.6 percent) in Marin from 1955-56 as compared with 1954-55 (the only period for which such data is available) while they rose (+10.3 percent) in the six counties as a whole."³

"Total aid payments to Aid to Needy Children family groups, April-June quarter, decreased in Marin in 1954-55 as compared to 1953-54 (-17.5 percent), and in 1955-56 as compared to 1954-55 (-22.3 percent) while the six counties' total increased during the same period."⁴ Data on income obtained in a 100-case sample indicated "increased income was due largely to increased contributions from absent fathers and increased earnings of parents"⁵. ~~and "income that the incomes~~

¹ "In California, Aid to Needy Children includes the federal program of Aid to Dependent Children and a state program which pays approximately two-thirds of the cost of care of needy children in foster homes or institutions. However, in Marin County, children in foster care are the casework responsibility of the Child Welfare Unit, the county probation department, or the Catholic Social Service." Ibid., note 1.

² Ibid., pp. 18 and 19.

³ Ibid., page 20.

⁴ Ibid.

⁵ Ibid.

~~In average family groups and the... may be associated with an increase in ac...~~

Changes in family problems after intensive casework services were measured in 99 cases with "the Hunt-Regan Movement Scale developed by Community Service Society of New York for measuring results of social casework" ²

"The ratings indicated 75 of the 99 families changed for the better in their overall functioning or situation during the period rated. Of these 75, 19 showed much improvement, 22 showed moderate improvement, and 34 showed slight improvement. That three-fourths showed varying degrees of improvement during the period rated seemed remarkable in view of the long assistance history of most of these cases and of the many serious problems they presented. The problems included personality disturbance or even diagnosed psychosis, alcoholism, illegitimacy and promiscuity, desertion, serious illness, limited intelligence, inadequate vocational skills or experience, and lifelong deprivation.

"Nine of the families showed no net change. In most of these, the raters felt even to maintain the status quo and prevent further deterioration was a worthy achievement. Fifteen of the families showed some deterioration, hardly surprising considering the seriousness of their problems.

"Between the beginning and end of the period of the study, income other than that from public assistance increased in 59 cases; decreased in 13; and remained unchanged in 27. Increases were generally from absent parent, stepfathers' contributions, or mothers' earnings. The decreases in income usually resulted from exhaustion of disability benefits, termination of military allotments, or reduction or cessation of absent parent contributions." ³

¹ ~~Ibid.~~

² Ibid., page 24.

³ Ibid., pp. 26 and 27.

Story County (Iowa) Project

The Story County Department of Social Welfare conducted a project with intensive casework services and limited caseloads, October 1, 1962 to October 1, 1963. The ADC caseload in Story County decreased over 6% during the year and has remained essentially constant at approximately 80 cases. The state-wide ADC caseload increased over 4½% during the year and has also increased over 4½% since October 1, 1963.

A caseload of 94 families plus 4 families receiving grants from other counties was assigned to two caseworkers. Applications for ADC were received for 72 cases during the year and 53 cases were approved for ADC payments. None of the 53 approvals received ADC for the entire year and 19 of the approvals were cancelled.

The caseload October 1, 1963 was 88 families with ten of the grants in suspension. Of the ninety-four cases which had been on the rolls October 1, 1962 there were sixty still active at the end of the year. Of these sixty cases, 7 grants were in suspension, 3 were cancelled October 1, 1963, and 3 had been cancelled during the year but were active again. The remaining 47 cases had been on the rolls from less than 2 years to less than 15 years, or for a median of less than five year.

months
The caseworkers attempted to regularly schedule three conferences per week. The number of conferences per case depended on the complexity of the problems involved. For example, one case required 51 interviews during the year while another required only seven. One reconciliation resulted in cancellation of the case after 13 interviews in 3 months. Another couple was reconciled after 5 interviews in one month. One caseworker had 1080 interviews and the other had 1042 during the year for an average of 13 per case, including both ADC recipients and applicants ~~and recipients~~ ^{as frequently as found to be necessary.} "as frequently as found to be necessary." Referrals were made to agencies such as the Mental Health Center and Vocational Rehabilitation.

A major goal of casework services was reconciliation and re-establishment of the home. Families were reconciled in six cases. Mothers were married again in six cases and stepfathers assumed support

John [unclear] [unclear]

of the children. Grants were cancelled in eleven cases after employment. One father was still taking vocational rehabilitation training at the end of the project.

Guardianships were established in nine cases when it was repeatedly demonstrated that the grant was not used for the benefit of the children. A change in adult responsibility for the children was reported in four cases, one case requiring legal action through the juvenile court for neglect.

Divorce was the major single reason for ADC approvals in Story County and a cause of significant problems. In October, 1962, there were 31 cases with parents divorced and 20 with parents separated. During the year at least 11 of the separation cases were divorced, two were reconciled, and the remainder were off the rolls or divorced or both. Of the 28 new cases still on case rolls for October, 1963, 14 were cases of divorce and six were separated parents. There were 42 cases of divorce in the total caseload of 88 for October, 1963.

Significant financial and emotional problems were common to families as a result of divorce. Child support was received regularly in 15 of the 42 cases of divorce and occasionally in another four cases. OASDI benefits were received from the father in two cases. Concerted efforts were made with the assistance of the county attorney to obtain child support wherever possible. In one case support was obtained and regularly received for \$75 monthly. ADC was cancelled in another case when child support payments were received to supplement earned income.

The emotional problems resulting from divorce were particularly significant as they involved the personal independence of parents and children. Poor school attendance was a result in some cases. Referrals to the Mental Health Center was reported to be beneficial in such cases.

Intensive casework services and limited caseloads were determined to be of significant value on the basis of resulting decreases

in the ADC caseload and the maintenance (?) of the average ADC grant.

| | <u>ADC CASELOAD¹</u> | <u>ADC AVERAGE GRANT²</u> | | <u>ADC CASELOAD¹</u> | <u>ADC AVERAGE GRANT²</u> |
|--------------|---------------------------------|--------------------------------------|------------|---------------------------------|--------------------------------------|
| 1962 October | 99 | \$133.86 | 1963 April | 92 | 134.13 |
| November | 90 | 128.94 | May | 92 | 135.30 |
| December | 93 | 134.11 | June | 89 | 132.83 |
| 1963 January | 94 | 132.30 | July | 85 | \$131.53 |
| February | 91 | 135.44 | August | 85 | 131.53 |
| March | 90 | 137.21 | September | 88 | 133.97 |

The project also ^{depict of the} ~~demonstrates~~ ^{stressed} the need for trained, experienced case-workers in providing intensive casework services of benefit to both ADC recipients and the total ADC program.

¹ Includes cases out of county for which financial responsibility is retained but no services are provided.

² Excluding medical services and drugs.

Recommendations for administration of ADC programs which have been made on the basis of these and other studies and pilot projects have emphasized the necessity of casework services, of limiting caseloads per worker, and of staff development. Administrative changes to alleviate the following obstacles to providing increased casework services are recommended by the ADC Program Study Committee.

ADC caseloads of caseworkers in some areas of Iowa are too large to permit services to individuals or families. Federal legislation requires the average caseload to be not more than 60 per caseworker by July 1, 1967 in order for the State to continue to qualify for Federal funds for 75% of the total cost of providing specified casework services to ADC recipients. The average ADC caseload per worker was reported to be _____, July 1, 1965. However, actual caseloads reported ranged as high as _____. Federal legislation also requires one supervisor for every five caseworkers. The average supervisor-caseworker ratio was reported for July, 1965 to be _____.

Another difficulty which hinders Iowa public welfare workers in providing casework services is the unproductive clerical activities which the caseworker is required to perform. Certain clerical work is necessary for accurate and efficient case records, accounting of the grants, and reports to state and federal offices. Other required clerical work is, however, so frequently unproductive as to seemingly be unnecessary. An example of such a clerical activity required of Iowa public welfare workers is the administrative rule of the State Board of Social Welfare that responsible relatives, adult children and grandparents of ADC recipients, be contacted every six months regarding willingness or ability to contribute toward support of the family unless the caseworker has sufficient direct information concerning the current situation of the relative to establish that an interview is not necessary. In many instances the effort expended by the caseworker in contacting relatives achieves no results either in increased financial assistance to the ADC family or in information provided to or obtained from the relative contacted.

Casework Services - 9a

The problems of locating, employing, and retaining qualified caseworkers also hinder expansion of casework services. Persons holding a masters degree in social work are not nearly numerous enough to satisfy the increasing demand for trained caseworkers. Those persons holding masters in social work who are employed by the Iowa State Department of Social Welfare are placed in the State Department office or in supervisory and administrative positions in the county departments but are not numerous enough to fill available positions.

The policy followed by the State Department of Social Welfare is to employ persons meeting the Federal minimum education requirement of a bachelors degree and to then train staff in casework methods through graduate and in-service training.

Educational leaves for up to two years of graduate school leading to a masters degree in social work are available along with a stipend of \$400 per month of school. Caseworkers are required to work for a department of social welfare two years for each year a stipend is received or to repay the amount of the stipend in full. During the 1965-66 academic year seven caseworkers will begin the first year of graduate training and twelve will return for the second year. More applications for educational leave are approved than can be admitted to schools of social work due to the limited number of field placements available to the schools.

In-service training of caseworkers in Iowa begins with five days of orientation meetings conducted quarterly by staff members of the Staff Development Division of the State Department. Follow-up meetings to orientation are conducted in the regions by regional supervisors one day each month for six months. In-service training continues, where possible, on the county level between director, or supervisor, and caseworkers. Recognizing both the need for intensive casework services and the problems in employing qualified staff, the ADC Program Study Committee recommends that the State Department of Social Welfare assist county departments in continuous ^{used} in-service training of welfare workers in the casework methods ~~and~~ in providing intensive casework services to ADC families.

The school of social work, State University of Iowa, conducts four related courses for social welfare caseworkers, two by correspondence and two during two-week sessions on campus, and a one-week course on campus for new directors. Caseworkers completing the courses receive a certificate from the school of social work.

Problems of employing and retraining staff are also complicated by comparatively low salary scales. Beginning salary for public assistance workers with a bachelors degree is \$4560 and 6000 for a social welfare worker with a masters degree in social work. The minimum salary recommended by the National Association of Social Workers, and the generally accepted criterion, is \$7200 for a person with a masters in social work but no experience.

The _____% turnover of caseworkers during fiscal year 1965 shows the problems of retaining staff. There were vacancies in 30 casework positions and two supervisory positions, September 1, 1965. Vacancies in the rural areas are especially hard to fill. Many caseworkers are unmarried, recent college graduates who have fewer interests in common with residents of rural Iowa than with residents of the urban areas they choose for place of employment.

Salary increases proposed by the State Department of Social Welfare have not all been approved by the Iowa Executive Council, the Merit System Council, and the Federal administration. Salaries have increased \$480 annually since February, 1963. It is recommended by the ADC Program Study Committee that further revision of the compensation plan for welfare workers be considered to enable the State Department of Social Welfare to be more competitive in employing qualified social welfare workers.

GUARDIANSHIPS

In ADC cases where the parent or relative is unable to manage ADC grants, even with assistance of a social welfare caseworker, Iowa statute¹ provides for the appointment of a guardian. The guardian assists the family in management of the ADC grant to insure that the grant is used to meet the needs of the children.

Many counties have difficulty finding persons willing to accept the responsibility and to devote the time to be a guardian of an ADC family, especially when remuneration is inadequate. ^{to court appoint} To enable departments of social welfare to make greater use of guardianships in ADC cases where parental care and supervision is inadequate, it is recommended by the ADC Program Study Committee that ~~section 239.5. Code of Iowa (1962) be amended in regard to the amount of remuneration to guardians.~~ The court should determine a fair and reasonable compensation if notified by the county department of social welfare that the statutory amount of \$10 is not sufficient in a particular case.

< DIVORCE, SEPARATION, AND DESERTION AND CHILD-SUPPORT >

The percentage of families receiving ADC by reason of divorce, separation, and desertion has remained an almost constant and significant factor in the ADC caseload. In the past 10 calendar years, 1955-1964, the combined percentages of divorce, separation, and desertion of the annual total number of cases approved for ADC have increased from 47.33% in 1955 to 56.02% ^{of total approvals} in 1964. The percentage of divorces has remained nearly unchanged and the main cause for eligibility. Percentage of desertions in the annual ADC case approvals has increased 2%, from 10.38% in 1955 to 12.36% in 1964. The percentage of separations has increased nearly 7% from 10.31% in 1955 to 17.26% in 1964.

¹Code of Iowa (1962), section 239.5.

The percentage of the total ADC caseload receiving ADC due to divorce or legal separation was reported in The Biennial Statistical Report of the State Department of Social Welfare to have increased slightly from 34.2%¹ in November, 1958, to 36.4%² in November, 1961. The percentage of children on ADC as a result of divorce or legal separation increased from 33.0%³ in November, 1958, to 35.6% in November 1961.⁴

The ADC Study Committee found no final solution to the problem of the effect of divorce and legal separation on the ADC caseload. It was noted that marriage counseling from outside the family could provide the information and guidance necessary to prevent a contemplated divorce and a possible resulting need for ADC. Therefore, the ADC Program Study Committee recommends both parties in all divorce hearings be required to plead whether marriage counseling has been sought.

Directly related to the effect of divorce, separation, and desertion on the ADC caseload is the effect on the cost of the ADC program of inadequate and delinquent child-support payments to ADC families. Child support payments should provide for the needs of the child as adequately as possible within the ability of the father to pay. Yet child support paid is insufficient due to the inability of the father to pay⁵ and the frequent refusal to pay as ordered. Some fathers refuse to pay the support originally stipulated in order to settle for a smaller amount when returned to court for failure to make payments.⁶ The father may fail to pay any support, especially

¹ Iowa State Department of Social Welfare, Biennial Statistical Report on Characteristics of Families Receiving ADC, November 1958.

² Ibid., Nov. 1961.

³ Ibid., Nov. 1958.

⁴ Ibid., Nov. 1961.

⁵ Minutes of the February 18, 1965, meeting of the Aid to Dependent Children Program Study Committee, Des Moines, Iowa, p. 6 (in the files of the Iowa Legislative Research Bureau).

⁶ Ibid., page 2.

if the amount of support ordered is high in comparison with his income.¹

The most recent statistics available regarding child support in ADC cases were compiled in the study of the State Department of Social Welfare of the November, 1961, ADC caseload. The study indicated that nearly 36.4% of the total ADC caseload was receiving ADC by reason of divorce or legal separation.² The study also indicated that close to 73%³ of these families, or 26.5% of all ADC families had been awarded child support totaling \$210,807.00 per month⁴ in divorce decrees or separate maintenance orders.

Only slightly more than 26.2% of the families awarded child support received the full amount ordered by the court⁵ while 61.6% of the families received no support payments.⁶ Support payments were received by about 38.4% of the families awarded support and totaled \$69,933.00⁷ as compared with the total of \$210,807.00 ordered by the courts.⁸

Legal assistance in obtaining delinquent child support payments is essentially unavailable to ADC families. Lawyers in private practice are not willing to provide legal services where little or no compensation can be obtained either from the ADC family or from the father by court order. Services provided by county attorneys vary greatly among counties but are generally inadequate in comparison with total requests.

¹ Ibid., page 2.

² Iowa State Department of Social Welfare "Child Support in ADC Cases Whose Reason for Eligibility was Divorce or Legal Separation," A Study of the Characteristics of ADC Families, November, 1961, p. 1.

³ Ibid.

⁴ Ibid.

⁵ Ibid., page 5

⁶ Ibid., page 1

⁷ The total amount of support paid includes payments made in 41 cases where there was no court order for support. The maximum amount of payments made without court order would be \$2,839, as determined from "Child Support in ADC Cases Whose Reason for Eligibility was Divorce or Legal Separation," A Study of the Characteristics of ADC Families, November, 1961, p. 5, Iowa State Department of Social Welfare.

⁸ Compiled from Ibid., page 1.

Recognizing the significance of delinquent child support payments on the cost of ADC grants, the ADC Program Study Committee makes the following recommendations for the administration and enforcement of support payments to ADC families.

The court granting the divorce or legal separation should designate the county department of social welfare to investigate finances in the family when children involved are, or are likely to be receiving ADC. On the basis of information received the court would be more able to determine an amount of support consistent with the needs of the child and the ability of the father to pay.

Support payments ordered in a divorce involving children receiving ADC should be sent directly to the office of the clerk of the district court granting the divorce. ~~ex-legal-separation-should-~~

Many divorce decrees now provide that support payments be made through the office of the clerk of court. In Polk County,¹ the Office of the Clerk of District Court receives the support payment and sends it by mail to the children. Both parties in the support decree are protected by having a third party or witness involved in the payment. When the family receiving support payments is also receiving ADC, the County Department of Social Welfare is able to obtain accurate information from the Clerk of Court concerning the amount of support actually received.

Legal action to obtain delinquent support payments is facilitated. Polk County has established a legal service known as "Friend of the Court" which automatically attempts to obtain delinquent support payments. The attorney for the Polk County Department of Social Welfare and the two attorneys who serve half-time with "Friend of the Court" and half-time as county probation officers cooperate in any necessary legal action involving ADC recipients. The psychological effect of an active legal service with a greatly increased possibility of prosecution for nonpayment is stressed as a main factor encouraging prompt voluntary payment of support. With an estimated increase of 200 divorce cases, the total amount of support payments received in Polk County in 1965 is approximately \$126,000 higher than the total to date one year ago.

¹ Information obtained by telephone interview, Office of the Clerk of District Court, Polk County, August 25, 1965.

Rem
The enforcement of support payments would require increased availability of legal services to ADC families and strengthened statutory provisions. Failure to pay support is contempt of court except during a sixty-day period allowed for the divorce proceedings. A penalty for contempt of court should be provided where the father fails to pay the temporary child support payments ordered by the courts for the time period during the divorce proceedings. Provision for penalty could prevent failure to pay the temporary support and a resulting need for ADC.

To increase legal assistance availability to ADC recipients, the Study Committee recommends that county attorneys be required to provide assistance in obtaining delinquent child-support payments for families receiving ADC grants. Present Federal and state statutes require that no ADC payment be made unless the county attorney has certified "that the parent is cooperating in legal actions and other effort to obtain support money for said children from the persons legally

responsible for said support."¹ but does not require the county attorney to follow through on any course of action. The Study Committee also recommends that the court be enabled to assess prosecuting attorney fees against the father who is brought into court for failure to pay support.

ILLEGITIMACY

Illegitimacy is an increasingly significant influence on the cost and caseload of the ADC program and on the public image of ADC.

The rising rate of illegitimate births in Iowa is reflected in the ADC program by an increasing rate of ADC case approvals in which the status of the father is unmarried to mother. Cases with unmarried parents which were approved to receive ADC increased from 4.44% of all approvals in 1955 to 8.00% of all approvals in 1964, or 172.58% since calendar year 1955. Total approvals for ADC increased 51.24% from 1955 through 1964.²

The study of the November, 1961 ADC caseload by the State Department of Social Welfare showed 13.3% of all children receiving ADC to be reported as illegitimate.³ In 22.8%⁴ of all ADC families slightly over 39.5%⁵ of the children reported as illegitimate were born while the family was receiving ADC presumably either because a mother was unwed and approved to receive ADC before the birth of the child or because the child was born to a woman approved for ADC for some reason other than the birth of the child.

Welfare

~~1 State of Iowa (1962), Section 239 S.
From 1955 illegitimate births 7,000 in 1955 to 2,001 in 1964.~~

² Percentages determined from information obtained from the Iowa State Department of Social Welfare, Division of Research and Statistics. See Appendix: Status of Father.

³ Iowa State Department of Social Welfare, "Illegitimacy and Cases approved for ADC because Father was Not Married to Mother," A Study of the Characteristics of ADC Families, November, 1961, p. 1.

⁴ Ibid., p. 1.

⁵ Ibid., p. 2.

Proposed solutions and penalties regarding illegitimacy in ADC families frequently involve reduction or withdrawal of public assistance. To withdraw ADC funds would deny support to needy children for whom the ADC program was established and would penalize the child for actions of the mother. However, if the child is neglected, legal action can be taken against the mother for the protection of the child. The ADC Program Study Committee recommends that social welfare agencies and workers make greater use of the juvenile court in instances when children receiving ADC grants are being neglected by the parents, when the child's needs are not being met in the ADC home, or when children are becoming delinquent due to the absence of parental or custodial care and supervision.

Legislation passed by the Sixty-first General Assembly authorized the State Department of Social Welfare to "provide, pay for, and offer family planning and birth control services to every parent or married person who is a public assistance recipient where it deems necessary."¹ Services may be refused by the ADC recipient. Family planning and birth control services could, therefore, be provided to any unmarried parent when deemed necessary.

¹S.F. 567

DISTRIBUTION OF ADC GRANTS

The basic function of the ADC program is providing public assistance to children without other means of support. The effectiveness of the ADC program in providing public assistance depends upon compliance with rules and regulations, adaptations of statute and administrative policy to changing needs of ADC applicants and recipients, and improved public understanding of and cooperation with the total ADC program.

Rules and regulations governing the distribution of ADC grants require state-wide uniformity and objectivity in determining eligibility and the amount of the grant. Accuracy in determining eligibility for ADC and the amount of the grant is the responsibility not only of the caseworker but also of the applicant or recipient. Information sometimes cannot be documented and reports of caseworkers are of necessity based on the word of the applicant or recipient. A 1963 survey of the Iowa ADC caseload conducted by the United States Department of Health, Education, and Welfare indicated that only 1 1/2% of the total number of ADC recipients in Iowa were ineligible to receive ADC. Cases of fraud by ADC recipients are in the opinion of the State Department of Social Welfare, prosecuted without difficulty by county attorneys. However, there is usually no effort made to bring to trial cases of fraudulent receipt of ADC if there is little chance of recovery.¹

It is, therefore, the recommendation of the ADC Study Committee that abuse to the ADC program and fraud be further prevented by requiring of each applicant or recipient on penalty of perjury a sworn statement regarding eligibility for ADC.

Although ADC is temporary public assistance when no other adequate income is available, the ADC program should not be a catchall for families who are eligible to receive assistance through other

¹ Minutes of the October 9, 1964 meeting of the Aid to Dependent Children Program Study Committee, Des Moines, Iowa, p. 9 (in the files of the Iowa Legislative Research Bureau).

public programs but must wait for approval and receipt of benefits or pensions due to the lengthy intake procedures of such programs. County general relief funds should be used where available so that ADC funds can be used for persons without other adequate means of support.

The amendments to the ADC statute which were enacted by the 61st General Assembly adopted eligibility requirements to changing needs of ADC recipients. A major consideration in extending eligibility to age 20 for students regularly attending high school or a course of vocational or technical training was the importance of the education and job preparation in preventing continuing dependency on public assistance. When ADC eligibility was terminated at age 18, ADC families were forced to obtain other funds for the support of children still attending high school at age 18 or permit the child to drop out of school and obtain employment for self support. This was a frequent problem in ADC families, since the majority of high school students reach age 18 before graduation from high school. The annual cost to the state of extending eligibility to age 20 was estimated by the State Department of Social Welfare at _____.

Prevention of dependency was also the major consideration in extending eligibility for ADC to children placed in a foster home or with a public nonprofit agency "if the placement resulted from judicial proceedings initiated in or for a month such child was receiving aid to dependent children's assistance and provided the plan of care includes services designated to improve the conditions of the home from which he was removed."¹ Continuation of casework services could find solutions to the family problems causing removal of the child and maintain the family unit by enabling the child to be returned home.

The State Department of Social Welfare estimates that the use of ADC funds for the foster care of neglected ADC children will reduce county expenditures for foster care without significantly increasing the cost to the State even though the cost of foster care is more than the average ADC grant. Counties were required to pay 70% of

¹S.F. 526. H.F. 305 approved May 6, 1965.

the cost and received the remaining 30% from state funds. Counties and the State will now each pay 25% of the total cost and Federal funds will pay the remaining 50% of the cost of foster care of ADC children.¹

The attitude of the local community toward the ADC program also affects dependency on public assistance. Unless the ADC recipient is able to become personally and financially independent within the community, dependency will continue. The Departments of Social Welfare should, therefore, attempt to develop better public understanding of the program and community acceptance of ADC recipients and to expand community services available to ADC recipients.

¹ Iowa State Department of Social Welfare, Report to the ADC Committee, November 6, 1964, p. 13.

EXCERPTS FROM TENTATIVE DRAFT OF
1963-1965 ADC STUDY COMMITTEE REPORT

(Draft subject to change upon final Committee approval)

GUARDIANSHIPS

In ADC cases where the parent or relative is unable to manage ADC grants, even with assistance of a social welfare caseworker, Iowa statute¹ provides for the appointment of a guardian. The guardian assists the family in management of the ADC grant to insure that the grant is used to meet the needs of the children.

Many counties have difficulty finding persons willing to accept the responsibility and to devote the time to be a guardian of an ADC family, especially when remuneration is inadequate to cover expenses. To enable departments of social welfare to make greater use of guardianships in ADC cases where parental care and supervision is inadequate, it is recommended by the ADC Program Study Committee that section 239.5, Code of Iowa (1962) be amended in regard to the amount of remuneration to guardians. The court should determine a fair and reasonable compensation if notified by the county department of social welfare that the statutory amount of \$10 is not sufficient in a particular case.

DIVORCE, SEPARATION, AND DESERTION; AND CHILD-SUPPORT

The percentage of families receiving ADC by reason of divorce, separation, and desertion has remained an almost constant and significant factor in the ADC caseload. In the past 10 calendar years, 1955-1964, the combined percentages of divorce, separation, and desertion of the annual total number of cases approved for ADC have increased from 47.33% in 1955 to 56.02% of total approvals in 1964. The percentage of divorces has remained nearly unchanged and the main cause for eligibility. Percentage of desertions in the annual ADC case approvals has increased 2%, from 10.38% in 1955 to 12.36% in 1964. The percentage of separations has increased nearly 7% from 10.31% in 1955 to 17.26% in 1964.

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The ADC Study Committee has proposed a solution to the problem of the effect of divorce and legal separation on the ADC caseload. It was noted that parents and others from outside the family could provide the information and assistance necessary to prevent a contemplated divorce and a possible resulting need for ADC. Therefore, the ADC Program Study Committee recommends both parties in all divorce hearings be required to plead whether marriage counseling has been sought.

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¹ Iowa State Department of Social Welfare, Biennial Statistical Report on Characteristics of Families Receiving ADC, November 1958.

² Ibid., Nov. 1961.

³ Ibid., Nov. 1958.

⁴ Ibid., Nov. 1961.

⁵ Minutes of the February 18, 1965, meeting of the Aid to Dependent Children Program Study Committee, Des Moines, Iowa, p. 6 (in the files of the Iowa Legislative Research Bureau).

⁶ Ibid., page 2.

if the amount of support ordered is high in comparison with his income.¹

The most recent statistics available regarding child support in ADC cases were compiled in the study by the State Department of Social Welfare of the November, 1961, ADC caseload. The study indicated that nearly 36.4% of the total ADC caseload was receiving ADC by reason of divorce or legal separation.² The study also indicated that close to 73%³ of these families, or 26.5% of all ADC families had been awarded child support totaling \$210,807.00 per month⁴ in divorce decrees or separate maintenance orders.

Only slightly more than 26.2% of the families awarded child support received the full amount ordered by the court⁵ while 61.6% of the families received no support payments.⁶ Support payments were received by about 38.4% of the families awarded support and totaled \$69,933.00⁷ as compared with the total of \$210,807.00 ordered by the courts.⁸

Legal assistance in obtaining delinquent child support payments is essentially unavailable to ADC families. Lawyers in private practice are not willing to provide legal services where little or no compensation can be obtained either from the ADC family or from the father by court order. Services provided by county attorneys vary greatly among counties but are generally inadequate in comparison with total requests.

¹ Ibid, page 2.

² Iowa State Department of Social Welfare "Child Support in ADC Cases Whose Reason for Eligibility was Divorce or Legal Separation," A Study of the Characteristics of ADC Families, November, 1961, p. 1.

³ Ibid.

⁴ Ibid.

⁵ Ibid., page 5

⁶ Ibid., page 1

⁷ The total amount of support paid includes payments made in 41 cases where there was no court order for support. The maximum amount of payments made without court order would be \$2,839, as determined from "Child Support in ADC Cases Whose Reason for Eligibility was Divorce or Legal Separation," A Study of the Characteristics of ADC Families, November, 1961, p. 5, Iowa State Department of Social Welfare.

⁸ Compiled from Ibid., page 1.

Recognizing the significance of delinquent child support payments on the cost of ADC grants, the ADC Program Study Committee makes the following recommendations for the administration and enforcement of support payments to ADC families.

The court granting the divorce or legal separation should designate the county department of social welfare to investigate finances in the family when children involved are, or are likely to be receiving ADC. On the basis of information received the court would be more able to determine an amount of support consistent with the needs of the child and the ability of the father to pay.

Support payments ordered in a divorce involving children receiving ADC should be sent directly to the office of the clerk of the district court granting the divorce. ~~ex-legal-separation-should-~~

Many divorce decrees now provide that support payments be made through the office of the clerk of court. In Polk County,¹ the Office of the Clerk of District Court receives the support payment and sends it by mail to the children. Both parties in the support decree are protected by having a third party or witness involved in the payment. When the family receiving support payments is also receiving ADC, the County Department of Social Welfare is able to obtain accurate information from the Clerk of Court concerning the amount of support actually received.

Legal action to obtain delinquent support payments is facilitated. Polk County has established a legal service known as "Friend of the Court" which automatically attempts to obtain delinquent support payments. The attorney for the Polk County Department of Social Welfare and the two attorneys who serve half-time with "Friend of the Court" and half-time as county probation officers cooperate in any necessary legal action involving ADC recipients. The psychological effect of an active legal service with a greatly increased possibility of prosecution for nonpayment is stressed as a main factor encouraging prompt voluntary payment of support. With an estimated increase of 200 divorce cases, the total amount of support payments received in Polk County in 1965 is approximately \$126,000 higher than the total to date one year ago.

¹ Information obtained by telephone interview, Office of the Clerk of District Court, Polk County, August 25, 1965.

The enforcement of support payments would require increased availability of legal services to ADC families and strengthened statutory provisions. Failure to pay support is contempt of court except during a sixty-day period allowed for the divorce proceedings. A penalty for contempt of court should be provided where the father fails to pay the temporary child support payments ordered by the courts for the time period during the divorce proceedings. Provision for penalty could prevent failure to pay the temporary support and a resulting need for ADC.

To increase legal assistance availability to ADC recipients, the Study Committee recommends that county attorneys be required to provide assistance in obtaining delinquent child-support payments for families receiving ADC grants. Present Federal and state statutes require that no ADC payment be made unless the county attorney has certified "that the parent is cooperating in legal actions and other efforts to obtain support money for said children from the persons legally responsible for said support."¹ but does not require the county attorney to follow through on any course of action. The Study Committee also recommends that the court be enabled to assess prosecuting attorney fees against the father who is brought into court for failure to pay support.

¹Code of Iowa (1962), Section 239.5.

ADC STUDY COMMITTEE MEMBERS

Representative Max W. Kreager, Newton, Chairman
Senator Howard C. Buck, State Center, Vice Chairman
Senator A. V. Doran, Boone
Senator Eugene M. Hill, Newton
Senator Jake B. Mincks, Ottumwa
Representative Elroy Maule, Onawa
Representative A. L. Mensing, Lowden

GUARDIANSHIP

In ADC cases where the parent or relative is unable to manage ADC grants, even with assistance of a social welfare caseworker, Iowa statute¹ provides for the appointment of a guardian. The guardian assists the family in management of the ADC grant to insure that the grant is used to meet the needs of the children.

Many counties have difficulty finding persons willing to accept the responsibility and to devote the time to be a guardian of an ADC family, especially when remuneration is inadequate. To enable departments of social welfare to make greater use of guardianships in ADC cases where parental care and supervision is inadequate, it is recommended by the ADC Program Study Committee that section 239.5, Code of Iowa (1962) be amended in regard to the amount of remuneration to guardians. The court should determine a fair and reasonable compensation if notified by the county department of social welfare that the statutory amount of \$10 is not sufficient in a particular case.

< DIVORCE, SEPARATION, AND DESERTION AND CHILD-SUPPORT >

The percentage of families receiving ADC by reason of divorce, separation, and desertion has remained an almost constant and significant factor in the ADC caseload. In the past 10 calendar years, 1955-1964, the combined percentages of divorce, separation, and desertion of the annual total number of cases approved for ADC have increased from 47.33% in 1955 to 56.02% in 1964. The percentage of divorces has remained nearly unchanged and the main cause for eligibility. Percentage of desertions in the annual ADC case approvals has increased 2%, from 10.38% in 1955 to 12.36% in 1964. The percentage of separations has increased nearly 7% from 10.31% in 1955 to 17.26% in 1964.

¹Code of Iowa (1962), section 239.5.

responsible for said support,"¹ but does not require the county attorney to follow through on any course of action. The Study Committee also recommends that the court be enabled to assess prosecuting attorney fees against the father who is brought into court for failure to pay support.

ILLEGITIMACY

Illegitimacy is an increasingly significant influence on the cost and caseload of the ADC program and on the public image of ADC.

The rising rate of illegitimate births in Iowa is reflected in the ADC program by an increasing rate of ADC case approvals in which the status of the father is unmarried to mother. Cases with unmarried parents which were approved to receive ADC increased from 4.44% of all approvals in 1955 to 8.00% of all approvals in 1964, or 172.58% since calendar year 1955. Total approvals for ADC increased 51.24% from 1955 through 1964.²

The study of the November, 1961 ADC caseload by the State Department of Social Welfare showed 13.3% of all children receiving ADC to be reported as illegitimate.³ In 22.8%⁴ of all ADC families slightly over 39.5%⁵ of the children reported as illegitimate were born while the family was receiving ADC presumably either because a mother was unwed and approved to receive ADC before the birth of the child or because the child was born to a woman approved for ADC for some reason other than the birth of the child.

~~1. Illegitimate Births, 1965, Section 234.5
from 1955 to illegitimate births in 1955 to 2,001 in 1964.~~

² Percentages determined from information obtained from the Iowa State Department of Social Welfare, Division of Research and Statistics. See Appendix: Status of Father.

³ Iowa State Department of Social Welfare, "Illegitimacy and Cases approved for ADC because Father was Not Married to Mother," A Study of the Characteristics of ADC Families, November, 1961, p. 1.

⁴ Ibid., p. 1.

⁵ Ibid., p. 2.

The enforcement of support payments would require increased availability of legal services to ADC families and strengthened statutory provisions. Failure to pay support is contempt of court except during a sixty-day period allowed for the divorce proceedings. A penalty for contempt of court should be provided where the father fails to pay the temporary child support payments ordered by the courts for the time period during the divorce proceedings. Provision for penalty could prevent failure to pay the temporary support and a resulting need for ADC.

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TENTATIVE DRAFT

REPORT OF THE AID TO DEPENDENT CHILDREN STUDY COMMITTEE

Introduction

In August 1965, the Legislative Research Committee authorized the Aid to Dependent Children (ADC) Program Study requested by twenty-nine members of the Iowa House of Representatives. A legislative advisory committee was established as authorized under Sections 2.55 and 2.56, Code of Iowa (1962) to work with the Legislative Research Bureau on the study.

The Research Bureau was directed to conduct the study in the following specific areas of the Iowa Aid to Dependent Children Program:

1. The rehabilitative use of ADC recipients.
 2. The number and regulations of the ADC program.
 3. The effect of the program on the recipients and their families.
 4. The effect of the program on the recipients and their families.
- The study is being conducted by the Legislative Research Bureau through public hearings, meetings, and with representatives of the State Department of Social Welfare, other public and voluntary social service agencies, law enforcement and officials and interested individuals. The following problems relating to the Aid to Dependent Children program are being studied for the purpose of making the program more rehabilitative, social welfare research activities and youth staff development, benefits, and support and financing. The following reports and recommendations of the Legislative Advisory Committee on the Study of the ADC Program are submitted for the consideration of the Statewide Iowa General Assembly.

The Aid to Dependent Children (ADC) Program was established in Iowa on July 1, 1943 by Act of the Fifteenth General Assembly¹ to replace the program of Widows' Pensions administered and financed by the separate counties. The ADC program was to be administered under Federal and state statutes by the Bureau of Public Assistance of the U.S. Department of Health, Education, and Welfare and the Iowa State Department of Social Welfare. The cost of the ADC program was to be shared by Federal, State, and local governments.²

The purpose of the ADC program was to provide public assistance to children of families in financial need and to, thus, maintain a family environment for the children. The ADC grant, together with other income and assistance available, were to permit a "reasonable subsistence compatible with decency and health."³

ADC was to be available to children up to the age of 16 years and children under the age of 14 in regularly attending school who had no parental support and care of their parents or legal guardian absent from the home or incapacitated. The child had to be living in a suitable family home, either in the home of the biological relatives: father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepmother, uncle or aunt. The child must also have lived in Iowa for one year immediately preceding application, or have been in a within the state within the preceding year if the policy decided in Iowa for one year immediately preceding the birth of the child.

Amendments to Federal policies and changes in state welfare policy have expanded the federal ADC program. Eligibility requirements, amounts and terms included as "qualified" and the methods of services to ADC recipients by social welfare caseworkers have changed.

¹ Acts and Joint Resolutions Passed by the House of Representatives of the Fifteenth General Assembly of the State of Iowa (1943), Chap. 17, p. 101.

² The amount of aid allowed in the formula for sharing the cost of the ADC program and proper administration of public assistance is contained in 1.

³ Acts and Joint Resolutions Passed by the House of Representatives of the Fifteenth General Assembly of the State of Iowa (1943), Chap. 17, p. 101.

The original ABC grant in Iowa was limited to \$15.00 per month for one child and an additional \$10.00 per month for each additional child in this same home, and in no event more than \$50.00 per month for all children in one home.¹ The maximum limits were amended effective July, 1945, to \$18.00 for one child and \$12.00 for each additional child to a maximum of \$75.00 per month for all children in one home.² All maximum limits were removed effective July, 1947.³

Maximum limitations on ABC grants in Iowa were not reinstated until July 1, 1953 when a maximum of \$175.00 for the monthly payment to each family became effective as enacted by the General Assembly.⁴ The effect of the various limitations is shown in the average ABC grant per case. The creation of living conditions which allow care provided for by other public assistance programs in Iowa. The \$175.00 limit was removed July 1, 1957 after a further study of the problem indicated the need for such a change.⁵

The reason for the increasing cost of care and the need for the ABC program has been of great concern to the public and the State and the general public. There are several reasons which are cited for the increase in addition to the effect of the maximum of \$175.00 per case to improve the efficiency of the ABC program.

¹ Iowa and Joint Resolutions Passed at the Regular Session of the General Assembly of the State of Iowa (1937), Chapter 111, Sec. 1.

² Iowa and Joint Resolutions Passed at the Regular Session of the Fifty-Third General Assembly of the State of Iowa (1945), Chapter 111, Sec. 1.

³ Iowa and Joint Resolutions Passed at the Regular Session of the Fifty-Fifth General Assembly of the State of Iowa (1947), Chapter 111, Sec. 1.

⁴ Iowa and Joint Resolutions Passed at the Regular Session of the Sixty-First General Assembly of the State of Iowa (1953), Chapter 111, Sec. 1.

⁵ Report of the Department of Social Welfare for the year ending June 30, 1957, p. 10.

⁶ Collins, J. Public Board of Social Welfare, 1957, p. 10. The Board has found that the children in the family should be kept together and be the responsibility of the family. The children separated and received ABC while living in the family home would be contradictory to the purpose of the ABC program of relieving the family burden.

The ADC program in Iowa was initiated during a war period when prosperity was high and need for assistance was low. Subsequent changes in society and the general economy have increased the needs for public welfare. Population is rising, especially in the low age brackets. The percentage of homes broken by divorce, desertion, or separation is increasing with greater numbers of children being affected. The general economy is expanding through increased production and inflation.

However, the rates of increase in caseload and cost of payments in the Iowa ADC program are greater than the rates of ADC cases and grants terminated. The major concern of public welfare administrators and the general public is that ADC recipients are becoming dependent on welfare as a way of life as parents and for succeeding generations of families receiving public assistance.

The implementation of methods for breaking the cycle of dependency on public assistance is being explored. In addition, the role of ADC recipients to increased personal and financial independence is stressed along with careerwork services to all ADC recipients. A survey of family relations and to improve child care and family management.

CHARACTERISTICS

Special Characteristics of ADC Recipients

ADC recipients in general lack the education and vocational skills which are necessary for employment and active participation in the local community activities of a society which emphasizes education and depends on a skilled labor force. The social background of all recipients is limited. Background hinders mental education of parents and the personal and financial development of children.

In all ADC families parental supervision and support are insufficient due to the absence or poor education of one or both parents. Home guidance is especially lacking in rural areas.

Some characteristics of the educational, vocational, and social background of ADC recipients are represented graphically on page 2.

In addition to the amount now required for regular welfare programs, Federal funds would be accepted for the project where available.

The following guidelines for the project are recommended:

- Skilled vocational counselors and other appropriate services available should be used in the careful screening of applicants to insure the success of a rehabilitation project.
- Project participants should enter training programs based on the employment needs of the State to insure that continued employment will be available upon completion of the training.
- The State Department of Social Welfare shall be required to file a report with the Sixty-Second General Assembly outlining results of the rehabilitation project. The submitting of a report will permit the Sixty-Second General Assembly to determine whether the program should be continued.

In deciding upon the amount of an appropriation to be recommended for the pilot project, the Legislative Finance Committee requested the State Department of Social Welfare to prepare an estimated annual cost of a pilot project to provide vocational training and rehabilitation services to selected ADC recipients. The estimate presented was based on such factors as the average tuition for a professional training school and related expenses for 75 ADC recipients. The cost of related expenses was calculated from the results of a State Department of Social Welfare pilot project to provide child care allowances to ADC mothers participating in vocational training and education programs.

*To make sure
to make as efficient
as possible to assist as many
recipients as possible.*

Estimated annual costs of Declined Program for 500 ADD recipients¹

(1) Supplemental education and training expenses -

| | | |
|------------------------------------|---------------|-----------|
| Tuition at \$300 per person | \$150,000 | |
| Transportation at \$60 per person | 30,000 | |
| School supplies at \$40 per person | 20,000 | |
| Uniforms, etc. at \$40 per person | <u>20,000</u> | |
| Total | | \$220,000 |

(2) Child care and related expenses -

| | | |
|--|---------------|-----------|
| Child care, 1200 children at \$150 each | 180,000 | |
| Extra clothing allowance, 1700 persons at \$3 per month | 51,000 | |
| Extra food allowance, 1700 persons at \$4.50 month | 81,000 | |
| Extra laundry, utilities allowance | <u>20,000</u> | |
| Total | | \$332,000 |
| Total for education and child care | | \$552,000 |

The attached cost included \$183,000 which we are including in the budgetary estimate of the State Department of Social Welfare for expenditures in the ABC program during the 1965-66 legislative year. Our estimate of this amount was, therefore, not included in the recommended appropriation for the pilot project in compliance with the recommendations that appropriations for the pilot project end for the Department's expenses for administration and control in the program.

Estimated total annual cost of a pilot
project of vocational training and
rehabilitation services: \$552,000

Costs of rehabilitation services included
in the budgetary estimate of the State
Board of Social Welfare for each year
of the 1965-67 legislative duration: \$183,000

Estimated additional cost to the State for
a pilot project of vocational training
and rehabilitation services: \$369,000 *As per*

Also included in the budgetary estimate of the State Board of Social
Welfare, and therefore not included in the recommended figure above,
for the pilot project is the sum of costs of additional services
needed to provide expanded educational services.

¹Total State Department of Social Welfare, Bureau of Vocational
Rehabilitation, November 5, 1965, page 6.

*Approved
Black*

The selection of five hundred ADD recipients for residential training would represent approximately 5% of the present ADD enrolled of 10,256 cases¹ in each year of the two-year pilot project. It is estimated by the State Department of Social Welfare that between 70% and 80% of the participants in the project would complete training and achieve financial independence. On the basis of the present average individual ADD grant and the estimated number of persons who would become self-supporting, an estimated reduction in the cost of the grant of between \$664,503.00 and \$725,220.00 would be expected to result from the proposed residential project.

GENERAL SERVICES

The term "General Services" as it applies to ADD recipients means a development of the individual to an appropriate level of independence through vocational training and social adjustment. It will be a voluntary endeavor. Services comprise the educational, health, welfare, and recreational and adjustment activities of the individual. Training for ADD recipients is a broad concept. It includes the field of education and vocational training and to a certain extent the field of adjustment. It also includes adjustment activities and to a certain extent the field of social adjustment. The field of social adjustment includes adjustment activities and to a certain extent the field of adjustment. It also includes adjustment activities and to a certain extent the field of adjustment.

Social activities by social service organizations and other public and voluntary agencies help the recipient to socially adjust and remedy problems in order to prevent development of public welfare and the deterioration of individual abilities and potentialities. Social services also include adjustment in regard to financial, health, family relations, and adjustment in the home and community. Guidance by social workers in helping ADD persons to obtain and improve the care for children and the home and to secure better relations and results in the development of adjustment in the social

¹ Some of the responsibilities of Social Welfare Administration, Department of Social Welfare, State of California.

like with capacities for personal and economic independence developed to the maximum.

Coordination of services available to ADC recipients within the local community should be maintained by the social welfare worker at the county level. Referrals for the most appropriate training and services available can then be made on the basis of observations obtained by the social welfare worker during initial contact with ADC applicants and recipients.

RECOMMENDATIONS

To improve casework services to ADC recipients the ADC Study Committee finds the following recommendations relating to the administrative policy of the State Department of Social Welfare:

1. Casework services to ADC recipients should be increased with a reduction in caseload per worker. Unproductive clerical activities which are not directly related to the recipient should not be required of workers.

2. ~~Selection of social workers should not be based on Federal standards of a minimum of 15 years experience. A limited exception would permit the county to employ a limited number of experienced workers and the Department of Social Welfare to continue to conduct an independent study of the feasibility for employing and retaining an caseworker.~~

3. Consideration should be given to transferring and moving staff assignments to permit the maximum use of the highest caliber of workers and to permit social workers.

4. Financial assistance should be continued and increased to enable ADC recipients to receive financial help and to prevent permanent dependence upon public assistance by providing vocational training and referral to other agencies to enable the family to become financially self-sustaining.

5. The State Department of Social Welfare through its services division should insure that county departments of social welfare are creditable to the Federal Government regarding adoption fees by providing a central source and facilities for recording adoptions and that the State Department of Social Welfare should and adequately insure that the State Department of Social Welfare.

6. County departments of social welfare should be encouraged to utilize all available resources and to coordinate their programs and activities.

The
ADC
Study
Committee

Adkins
a table

Change

- The State Department of Social Welfare should attempt to improve the public relations aspect of the ADC program to develop better public understanding of the program and community acceptance of ADC recipients.

GUARDIANSHIPS

In those ADC cases where the parent or relative is ~~unable~~ unable to manage ADC grants even with assistance of a social worker, the present Iowa statute¹ provides for the appointment of a guardian of financial resources. The guardian would assist the payee of the ADC grant in money management to insure adequate use of the ADC grant to meet the needs of the children. Many communities have difficulty in finding a person willing to accept the responsibility and to devote the time and personal expense involved in being a guardian of an ADC family. To strengthen the ADC guardianship program and to permit the Department of Social Welfare to make greater use of guardianship in AD cases where parental supervision is not quite as ideal as desired, it is recommended by the Iowa ADC Program Study Committee:

- Section 229.5, Code of Iowa (1962) should be amended to regard to the amount of compensation to be paid to the guardian. Upon notice of the County Department of Social Welfare that the statutory amount of \$10 is not sufficient in a particular case, the court should determine a fair and reasonable compensation.

DIVORCE

In November, 1961, it was estimated that 36.1% of the ADC caseload was receiving assistance due to divorce or legal separation² as compared to 34.2% of the caseload in November, 1958.³ The percentage of children on ADC as the result of divorce increased from 23.0%⁴ in November 1958 to 25.1% in November 1961.⁵

¹Code of Iowa (1962), Section 229.5.

²Iowa State Department of Social Welfare, "Child Support and Family Welfare: A Study of the Characteristics of AD Recipients, November, 1961, p. 1.

³Iowa State Department of Social Welfare, "Child Support and Family Welfare: A Study of the Characteristics of Recipients Receiving ADC, November, 1958, p. 1.

⁴Ibid.

⁵Iowa State Department of Social Welfare, "Child Support and Family Welfare: A Study of the Characteristics of Recipients Receiving ADC, November, 1961, p. 1.

Recommendations

Due to the significant effect of divorce on the rising ADC caseload, the Iowa ADC Program Study Committee recommends both parties in all divorce hearings be required to inform the Court whether the assistance of a marriage counselor has been received.

CHILD-SUPPORT PAYMENTS

Directly related to the increasing percentage of divorced and legally separated families on the ADC caseload is the effect on the cost of the ADC program due to delinquent child-support payments to ADC families. Studies show that only a small percentage of ADC families granted child support in divorce cases or legal separations receive the full amount awarded. Legal assistance is essentially unavailable to the ADC families not receiving the full amount of support ordered by the Court since the ADC recipient almost invariably does not have funds to pay attorney fees.

The most recent statistics available regarding child support in ADC cases were compiled in ^{an ADC study} ~~the ADC study~~ by the State Department of Social Welfare of Iowa November, 1971 ADC ~~study~~. The study indicated that 26.7% of all the ADC families involved in divorce or separate maintenance had been awarded child support totaling \$1,164,000 per month.¹ Another 9.0% of the ADC caseload had not been awarded a child support in divorce cases or legal separations.²

However, nearly 45% of the families entitled to child support received no payments.³ Support payments totaling \$69,922.00 were made to about 30% of the ADC families awarded support.⁴ Only slightly more than 19% of the families receiving payments received the full amount of the child support ordered by the Court.⁵

¹ Iowa State Department of Social Welfare, "Child Support in All Cases Where Reason for Eligibility was Divorce or Legal Separation," A Study of the Characteristics of All ADC Handlings, November, 1971, p. 1

² Ibid.

³ Ibid.

⁴ Ibid., Table II, page 2.

⁵ Ibid., page 5.

As previously stated, legal assistance in obtaining delinquent support payments is not available to the majority of AIC families due to lack of funds. Lawyers in private practice are not willing to provide legal services where little or no compensation can be obtained either from the ADC family or by court order from the father. Services provided by county attorneys vary greatly among counties and are generally inadequate in regard to the number of non-support cases. County attorneys are not required by Iowa Statute to prosecute cases of nonpayment of support which involve persons receiving public assistance and the county attorney's schedule is usually too busy for an attorney to accept this assignment voluntarily.

The Advisory Study Committee of the Home and Program Center the following recommendations regarding child-support payment to AIC families:

- Child-support payments ordered in a divorce should not be provided for the needs of the children as if the father were available within the ability of the father to pay support. An investigator employed by the court or by the attorney representing a parent of a child in a child support case should determine when necessary to determine the amount of support to be provided.
- Partly for reasons of court funds no provision should be made for the father to pay the support and to receive credit against the order for the child's portion of the divorce proceedings.
- The request of a defendant party or a county attorney for a child of social welfare, the county attorney should be required to provide legal assistance to establish delinquency and support payments for families needing public assistance.
- The Court should be granted the authority to assign public-assist attorney fees against the divorce father who is brought into Court for failure to make court-ordered support.

IMPLEMENTATION

Implementation in a program in the ADC Program is a major factor in the success of the program. The program should be implemented in a manner which ensures the welfare of children and the support of the family by the state department of Social Welfare. In November, 1961 ADC cancelled clerk and staff of the local offices of

children on ADC were reported as "illegitimate."¹ Illegitimate children were reported in 22.8% of all ADC families but in only 11.4% of the total number of ADC families was the status of the father listed as "not married to mother."² Of the total number of illegitimate children included in the ADC survey, 39.5% were born while the family was receiving ADC.³

Illegitimacy not only creates an abuse of the intent and purpose of the ADC program but also creates criticism of the ADC program by claiming public funds for the support of children who are often deprived of adequate parental support. Suggested methods of penalizing a mother of illegitimate children for abuse of the ADC program often would harm the children to whom the program was created by reducing or withdrawing financial assistance.

Recommendations

It is recommended by the committee that in order to prevent abuse of the ADC program there should be a more diligent and thorough investigation of illegitimate children for the custody of the mother and support by the Department, or disqualification of the child or the mother.

Recommendation on the Administration of ADC

The administration of ADC grants for the support of children should be required by several states to be uniform throughout the State. ADC grants should also be applicable to receipt of funds providing for the basic needs of children who are without adequate means of support. Eligibility for assistance should be carefully determined to prevent abuses to the ADC program by persons not entitled to receive ADC or not using the ADC grant for support and care of children for whom the payment is made.

¹U.S. Social Security Administration, "The Administration of the ADC Program," Report of the Committee on the Administration of the ADC Program, U.S. Social Security Administration, Washington, D.C., 1954, p. 10.

²U.S. Social Security Administration, "The Administration of the ADC Program," Report of the Committee on the Administration of the ADC Program, U.S. Social Security Administration, Washington, D.C., 1954, p. 10.

³U.S. Social Security Administration, "The Administration of the ADC Program," Report of the Committee on the Administration of the ADC Program, U.S. Social Security Administration, Washington, D.C., 1954, p. 10.

paid from state funds.¹ The estimate was based on the number of children in school below the age of 18 years who are presently receiving ADC and does not include youths who are not now qualified for assistance but may so qualify prior to the age of 21.

Recommendation

It is recommended by the Legislative Advisory Stud. Committee that the age limit for eligibility be reduced from 18 to 19 extended to 21 years of age for any child regularly attending high school or college within the local community.

*Check
with
for adjustment +
satisfactory work.*

Services

Legislation

Provisions of Amendments

1950 Amendments¹
to the U.S. Social
Security Act

Emphasis on speed of processing applications

1956 Amendments²

Redefined nonfinancial services. States were required to describe services by social workers caseworkers available to AOC recipients and steps taken by Departments of Social Welfare to use the services of other public and voluntary agencies to the maximum.

1952 Amendments³

The following provisions were added and amended in the amendments. The text of the program was changed to "aid and services to needy families with children." Services for the prevention or reduction of dependency were being provided and being administered in a more comprehensive and coordinated manner. The following provisions were added and amended in the amendments: (1) The Secretary of Health, Education and Welfare is authorized to conduct and support work and training programs and to carry out projects of demonstration projects operated by State Welfare Director within states cooperation of Child Welfare and AOC programs in order to conduct projects and funds for research, projects, providing income for employment of families State Welfare Director to give periodical reports financial cost of evening meals and providing the funds to purchase meals for needy families who are in a dependent child. Federal matching was extended for families with unemployed parents for a 5-year period. The Social Security Act was amended permanent legislation.

1. Burgess, W. Dine and Daniel O. Davis, U.S. Social Security: Challenges (Chicago: American Family Welfare Association, 1963), p. 199

2. Public Law 84-203

3. Public Law 82-203

4. Burgess, W. Dine and Daniel O. Davis, U.S. Social Security: Challenges (Chicago: American Family Welfare Association, 1963), pp. 202 and 203 citing Congressional Record, February 2, 1962 and Congressional Record, February 2, 1962 and Congressional Record, July 27, 1962.

Medical Care in the ADC Program by Federal Statute

| <u>Legislation</u> | <u>Provisions of Amendments</u> |
|--------------------|---|
| 1950 Amendments | Vendor payments were included as "assistance" but within the monthly assistance payment. The program in many cases was limited. |
| 1956 Amendments | Vendor payments were reported from 1950 showing in State's book expenditures for the ADC program. Federal matching was established at 1/2 the sum of 16 times the number of county recipients per month plus 17 times the number of child recipients per month. |
| 1958 Amendments | Medical care expenditures up to \$100 per month assistance included. Medical care up to \$100 included. |

1958 Amendments
The amount of medical care included in the ADC program was limited to \$100 per month assistance included. Medical care up to \$100 included.
Chicago: American Public Health Association
1958, p. 107

ATTACHMENT NO. 2

Some Characteristics of ADC Families

EDUCATIONAL ATTAINMENT OF ADC FATHERS, MOTHERS, AND CROWN CHILDREN
COMPARED TO THE TOTAL STATE OF IOWA POPULATION* (in per cent)[†]

| Person Involved | Total | Elementary School | | High School | | College |
|------------------|-------|-----------------------------|---------------------|---------------------|-------------------|------------------------|
| | | Completed 7th Grade or Less | Completed 8th Grade | Completed 1-3 years | Completed 4 years | Completed Year or More |
| Fathers | 100% | 20.3% | 28.7% | 28.6% | 15.8% | 2.9% |
| Mothers | 100% | 9.8% | 21.5% | 36.8% | 29.2% | 2.9% |
| Crown Children | 100% | 9.1% | 19.4% | 55.7% | 33.5% | 2.3% |
| Total Population | 100% | 13.7% | 24.3% | 15.7% | 30.3% | 16.0% |

* Total state population is based on the 1930 Census of persons 25 years and over.

† Iowa State Department of Social Welfare, "Education in ADC Families," Study of the Characteristics of ADC Families, November, 1931, page 1.

AGE AND GRADE OF ADC CHILDREN ATTENDING SCHOOL IN NOVEMBER, 1931
Age in Years

| Grade in School | Total | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 |
|-----------------|--------|------|------|------|------|------|------|------|------|------|------|-----|-----|
| 1931 | 16,297 | 1267 | 1683 | 1800 | 1548 | 1294 | 1590 | 1537 | 1411 | 1458 | 1071 | 735 | 551 |
| Elementary | | | | | | | | | | | | | |
| Grade 1 | 1,865 | 1123 | 567 | 64 | - | - | - | - | 13 | - | - | - | - |
| Grade 2 | 1,875 | 64 | 935 | 657 | 138 | 11 | - | - | 10 | - | - | - | - |
| Grade 3 | 1,590 | - | 31 | 809 | 478 | 170 | 21 | 21 | - | - | - | - | - |
| Grade 4 | 1,654 | - | - | 10 | 911 | 519 | 182 | 21 | - | 11 | - | - | - |
| Grade 5 | 1,420 | - | - | - | 21 | 753 | 437 | 128 | 21 | - | - | - | - |
| Grade 6 | 1,505 | - | - | - | - | 21 | 279 | 405 | 202 | - | - | - | - |
| Grade 7 | 1,750 | - | - | - | - | - | 21 | 932 | 503 | 19 | 21 | 11 | - |
| Grade 8 | 1,388 | - | - | - | - | - | - | 32 | 717 | 445 | 140 | 71 | - |
| High School: | | | | | | | | | | | | | |
| Grade 9 | 1,303 | - | - | - | - | - | - | - | 53 | 777 | 309 | 45 | 11 |
| Grade 10 | 911 | - | - | - | - | - | - | - | 11 | 43 | 503 | 112 | 110 |
| Grade 11 | 614 | - | - | - | - | - | - | - | - | - | 32 | 283 | 21 |
| Grade 12 | 413 | - | - | - | - | - | - | - | - | - | 21 | 71 | 21 |

Selected Characteristics of the Social Background of 105 Families

HOW LONG HAVE YOU LIVED IN THIS COUNTRY?

| Total Cases | Less than 1 year | | | Total | 1 to 5 years | | | | | Un- known |
|-------------|------------------|-------|-------|-------|--------------|-----------|-----------|-----------|-------------|--------------|
| | Under 1 Year | 1 - 2 | 3 - 5 | | 1--2 Yrs. | 2--3 Yrs. | 3--4 Yrs. | 4--5 Yrs. | Over 5 Yrs. | |
| 1948 | 1,172 | 1,120 | 1,111 | 3,397 | 1,115 | 612 | 511 | 1,111 | 1,111 | 11 |
| % | 30.8 | | | 38.0 | | | | | | 0.2 |

HOW LONG HAVE YOU LIVED IN THIS COUNTRY?

| Total Cases | Less than 1 year | | | Total | 1 to 5 years | | | | | Un- known |
|-------------|------------------|-------|-------|-------|--------------|-----------|-----------|-----------|-------------|--------------|
| | Under 1 Year | 1 - 2 | 3 - 5 | | 1--2 Yrs. | 2--3 Yrs. | 3--4 Yrs. | 4--5 Yrs. | Over 5 Yrs. | |
| 1949 | 1,172 | 1,120 | 1,111 | 3,397 | 1,115 | 612 | 511 | 1,111 | 1,111 | 11 |
| % | 30.8 | | | 38.0 | | | | | | 0.2 |

HOW LONG HAVE YOU LIVED IN THIS COUNTRY?

| Total Cases | Less than 1 year | | | Total | 1 to 5 years | | | | | Un- known |
|-------------|------------------|-------|-------|-------|--------------|-----------|-----------|-----------|-------------|--------------|
| | Under 1 Year | 1 - 2 | 3 - 5 | | 1--2 Yrs. | 2--3 Yrs. | 3--4 Yrs. | 4--5 Yrs. | Over 5 Yrs. | |
| 1950 | 1,172 | 1,120 | 1,111 | 3,397 | 1,115 | 612 | 511 | 1,111 | 1,111 | 11 |
| % | 30.8 | | | 38.0 | | | | | | 0.2 |

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Table 15.—usual occupational class of father in AFDC families, by State within Census Division, for a selected month, November-December 1961

| State | All families | Professional and semi-professional | Professional, managerial, and office | Technical sales and kindred workers | Crafts, repair, and kindred workers | Operative, machinery, and kindred workers | Service workers, except private home | Private home service workers | Unskilled laborers | Never held full-time employment | Unemployed | | |
|----------------------|--------------|------------------------------------|--------------------------------------|-------------------------------------|-------------------------------------|---|--------------------------------------|------------------------------|--------------------|---------------------------------|------------|--------|---------|
| All States | 834,441 | 5,123 | 4,774 | 26,327 | 56,466 | 127,629 | 122,531 | 90,094 | 47,422 | 1,665 | 236,023 | 27,756 | 156,164 |
| Alabama | 106,10 | 0.6 | 0.5 | 2.3 | 6.6 | 1.5 | 13.9 | 10.2 | 5.4 | 0.2 | 33.7 | 3.2 | 25.0 |
| Alaska | 23,490 | .7 | .8 | 2.6 | 7.9 | .4 | 22.3 | 2.1 | 5.6 | .2 | 33.5 | 2.6 | 25.0 |
| Arizona | 5,366 | .9 | .6 | 3.6 | 7.4 | .1 | 13.9 | 1.3 | 3.5 | .1 | 44.0 | 3.2 | 25.0 |
| Arkansas | 21,100 | .7 | 1.2 | 3.5 | 6.5 | .7 | 34.9 | 1.6 | 5.5 | .1 | 14.0 | 2.0 | 27.5 |
| California | 1,130,0 | .5 | .6 | 2.1 | 13.2 | 2.6 | 15.5 | 5.9 | 3.6 | .1 | 32.0 | 2.7 | 25.0 |
| Colorado | 13,628 | .1 | .2 | 1.0 | 7.5 | .2 | 30.4 | .1 | 6.3 | .1 | 23.7 | 1.2 | 21.5 |
| Connecticut | 5,366 | .7 | 1.1 | 2.7 | 7.7 | .3 | 29.6 | 3.2 | 5.5 | .2 | 32.6 | .5 | 26.0 |
| Delaware | 17,107 | .6 | .6 | 2.9 | 6.7 | .2 | 19.4 | 2.5 | 2.1 | .3 | 47.3 | 1.6 | 23.4 |
| District of Columbia | 4,176 | .5 | .7 | 3.7 | 6.2 | .3 | 19.3 | 2.6 | 12.1 | .5 | 47.4 | 1.1 | 25.0 |
| Florida | 19,044 | 1.0 | 1.2 | 2.0 | 6.4 | .1 | 25.3 | 3.9 | 7.5 | .1 | 37.7 | 1.5 | 24.2 |
| Georgia | 66,157 | .6 | .3 | 2.3 | 7.4 | .2 | 20.7 | 2.6 | 7.2 | .2 | 43.3 | 2.4 | 23.9 |
| Idaho | 1,30,444 | .1 | .6 | 2.6 | 6.4 | .9 | 13.4 | 2.7 | 5.6 | .2 | 41.1 | 2.2 | 23.4 |
| Illinois | 33,273 | .5 | .4 | 1.7 | 5.0 | .6 | 13.4 | 2.6 | 5.2 | .2 | 36.6 | 4.1 | 29.2 |
| Indiana | 20,136 | .6 | .6 | 2.2 | 4.2 | .4 | 15.1 | 3.3 | 4.9 | .3 | 43.0 | 4.7 | 23.6 |
| Iowa | 12,405 | .3 | .5 | 3.5 | 5.9 | .8 | 17.6 | 1.5 | 5.7 | .1 | 45.3 | .5 | 26.0 |
| Kansas | 14,710 | .3 | .5 | 3.0 | 5.2 | .5 | 17.6 | 3.6 | 7.6 | .1 | 42.2 | 2.1 | 25.5 |
| Kentucky | 10,000 | 2.2 | .6 | 3.4 | 7.9 | 3.4 | 16.4 | 4.9 | 5.4 | .1 | 32.5 | 2.1 | 24.7 |
| Louisiana | 61,119 | 1.0 | .5 | 3.5 | 7.3 | 3.2 | 13.7 | 6.2 | 6.4 | .2 | 31.6 | 5.6 | 26.4 |
| Maine | 4,176 | 1.6 | 1.6 | 4.0 | 10.3 | 4.4 | 17.5 | 3.4 | 5.5 | .2 | 30.4 | 2.3 | 27.0 |
| Maryland | 1,30,444 | 1.2 | .3 | 5.2 | 3.4 | 1.2 | 20.1 | 3.2 | 3.5 | .2 | 19.2 | 3.3 | 27.0 |
| Massachusetts | 4,176 | .7 | .4 | 2.6 | 5.5 | 1.5 | 15.5 | 2.2 | 6.1 | .2 | 30.0 | 3.9 | 24.0 |
| Michigan | 1,30,444 | .8 | 1.2 | 4.5 | 7.3 | 9.6 | 12.1 | 40.5 | 4.1 | .1 | 25.2 | 3.6 | 24.0 |
| Minnesota | 1,30,444 | .5 | 2.2 | 2.3 | 4.1 | 5.7 | 9.2 | 13.3 | .7 | .2 | 32.6 | 9.7 | 24.0 |
| Mississippi | 1,30,444 | 2.0 | .8 | 2.7 | 4.4 | 3.4 | 12.5 | 5.9 | 9.0 | .1 | 32.4 | 4.1 | 24.0 |
| Missouri | 1,30,444 | .6 | .6 | 2.4 | 4.2 | 1.1 | 14.2 | 4.5 | 5.9 | .2 | 36.5 | 21.0 | 4.5 |
| Montana | 1,30,444 | .3 | .2 | 1.1 | 4.5 | 1.4 | 15.1 | 10.9 | 3.7 | .2 | 33.0 | 3.6 | 26.0 |
| Nebraska | 2,30,444 | .3 | .4 | 1.1 | 5.2 | .2 | 14.2 | 2.5 | 5.5 | .1 | 34.5 | 1.7 | 27.0 |
| Nevada | 11,30,444 | (3) | .2 | 1.2 | 7.0 | (3) | 3.4 | 3.4 | 4.0 | .6 | 20.7 | 1.6 | 24.0 |
| New Hampshire | 1,30,444 | .7 | .1 | 3.2 | 6.3 | .1 | 11.0 | .5 | 15.6 | .1 | 46.6 | 1.4 | 24.0 |
| New Jersey | 43,000 | .5 | .6 | 4.0 | 5.3 | .9 | 22.8 | 7.1 | 5.7 | .2 | 37.6 | 3.7 | 24.0 |
| New Mexico | 10,000 | .2 | .1 | .6 | 2.6 | .9 | 24.1 | .3 | .9 | .2 | 37.7 | 1.6 | 24.0 |
| New York | 1,30,444 | .2 | .4 | .6 | 4.0 | 2.1 | 3.6 | 14.7 | 3.9 | .2 | 13.1 | 2.6 | 24.0 |
| North Carolina | 1,30,444 | .1 | .3 | .3 | 4.2 | 2.7 | 15.4 | 27.5 | 3.0 | .2 | 27.6 | 2.1 | 24.0 |
| North Dakota | 14,111 | .1 | .3 | 1.5 | 5.4 | 2.5 | 9.2 | 25.3 | 2.7 | .3 | 19.1 | 2.5 | 24.0 |
| Ohio | 25,450 | .6 | .1 | 2.9 | 6.3 | 1.5 | 16.6 | 5.2 | 4.2 | .1 | 35.0 | 1.9 | 26.0 |
| Oklahoma | 1,30,444 | .5 | .1 | .5 | 3.7 | .4 | 6.4 | 14.3 | 2.6 | .1 | 29.2 | 4.5 | 24.0 |
| Oregon | 1,30,444 | .3 | .2 | .5 | 1.1 | 3.5 | 13.1 | 12.3 | 3.1 | .2 | 34.7 | 4.5 | 19.0 |
| Pennsylvania | 1,30,444 | .1 | .2 | .3 | 1.2 | 4.6 | 11.7 | 17.2 | 2.3 | .2 | 15.4 | 3.6 | 24.0 |
| Rhode Island | 1,30,444 | .5 | .1 | 1.2 | 3.7 | .5 | 14.2 | 14.2 | 3.4 | .1 | 27.1 | 3.0 | 24.0 |
| South Carolina | 29,333 | .2 | .1 | .4 | 2.7 | 1.9 | 4.1 | 22.3 | 2.0 | .1 | 46.7 | 1.9 | 24.0 |
| South Dakota | 6,111 | .7 | .4 | 1.4 | 5.6 | 2.9 | 3.9 | 18.5 | 5.1 | .2 | 34.4 | 4.5 | 24.0 |
| Tennessee | 6,111 | .6 | .1 | .6 | 4.6 | 2.5 | 5.4 | 24.7 | 1.4 | .3 | 16.7 | 6.1 | 24.0 |
| Texas | 22,100 | .5 | .5 | 1.1 | 4.3 | 3.1 | 7.3 | 23.6 | 2.8 | .3 | 30.0 | 2.8 | 24.0 |
| Utah | 19,123 | .7 | .5 | 2.0 | 6.6 | 3.4 | 16.4 | 14.7 | 7.1 | .1 | 34.3 | 7.4 | 24.0 |
| Vermont | 14,333 | .3 | .4 | 1.3 | 5.2 | 1.3 | 10.6 | 16.4 | 7.2 | .2 | 35.0 | 2.5 | 23.0 |
| Virginia | 1,30,444 | .5 | .6 | 2.2 | 5.6 | 1.2 | 17.2 | 14.6 | 4.5 | .2 | 29.4 | 5.7 | 24.0 |
| Washington | 1,30,444 | .2 | .3 | 1.3 | 6.5 | 2.8 | 16.5 | 15.0 | 3.0 | .2 | 24.4 | 7.1 | 24.0 |
| West Virginia | 1,30,444 | .1 | .1 | .3 | 7.8 | 2.2 | 17.5 | 14.2 | 5.1 | .1 | 25.0 | 3.1 | 24.0 |
| Wisconsin | 1,30,444 | .4 | .8 | 2.5 | 7.5 | 1.6 | 13.4 | 5.0 | 4.2 | .1 | 37.0 | 3.6 | 24.0 |
| Wyoming | 5,111 | 1.4 | .5 | 2.7 | 6.3 | .9 | 16.8 | 10.5 | 2.5 | .1 | 34.5 | 1.6 | 24.0 |
| Unemployed | 1,30,444 | .5 | .3 | 1.2 | 4.4 | 1.6 | 13.4 | 13.5 | 5.3 | .4 | 35.4 | 18.2 | 30.0 |
| Unemployed | 1,30,444 | .3 | .4 | 1.0 | 3.6 | .4 | 10.6 | 20.6 | 4.4 | .1 | 20.3 | 1.4 | 24.0 |
| Unemployed | 1,30,444 | 1.7 | 1.3 | 10.4 | 11.2 | 1.2 | 21.5 | 3.6 | 4.0 | .1 | 18.6 | 2.6 | 24.0 |
| Unemployed | 1,30,444 | .7 | .2 | 1.3 | 6.5 | .7 | 9.7 | 5.6 | 10.6 | .4 | 34.6 | 2.4 | 27.6 |
| Unemployed | 1,30,444 | 1.0 | 1.1 | 4.2 | 12.6 | .2 | 17.1 | 7.9 | 5.8 | .1 | 27.4 | 2.5 | 15.1 |
| Unemployed | 1,30,444 | 2.1 | 2.1 | 4.5 | 14.1 | .6 | 12.9 | 9.3 | 5.8 | (3) | 27.7 | 3.7 | 17.5 |
| Unemployed | 1,30,444 | 4.6 | 1.6 | 4.5 | 24.9 | .1 | 18.2 | 7.9 | 5.9 | .1 | 24.1 | 2.1 | 17.4 |
| Unemployed | 1,250 | .1 | .1 | .3 | 1.0 | .1 | 3.5 | .1 | .2 | .1 | 19.9 | 2.4 | 26.0 |
| Unemployed | 2,305 | .4 | .2 | 1.7 | 15.6 | .4 | 13.6 | 1.5 | 4.3 | .4 | 31.8 | 1.5 | 30.0 |
| Puerto Rico | 55,111 | .1 | .3 | .9 | 3.7 | 2.4 | 3.6 | 33.9 | 1.1 | .1 | 13.6 | 3.9 | 40.4 |
| Virgin Islands | 283 | (3) | (3) | (3) | (3) | (3) | (3) | (3) | (3) | (3) | (3) | (3) | (3) |

1 Does not include Massachusetts (New England), Oregon (Pacific), and Guam, data not available.
 2 Data less 0.05 percent.
 3 Not computed, base too small.

SOURCE: U.S. Department of Health, Education, and Welfare, Welfare Administration, Bureau of Family Services, State Letter No. 646* "Characteristics of Families Receiving Aid to Families With Dependent Children (Selected Tabulations by State and Census Division)," April 2, 1963.

*To State Agencies Administering Approved Public Assistance Plans

Table 1. Statistics of income tax returns, by State, State Census Division, for a selected month, November-December 1964.

| State or Census Division | All Tax Returns | Families with mother in work | | | | | | | | Families with mother not in work | | | | | | |
|--------------------------|-----------------|------------------------------|---------------------|-------------------|---------------|---------------------------|-----------------|-----------|-----------|----------------------------------|--------|--------|--------------------------|--------|--------|--------------|
| | | Total | Mother not employed | | | | Mother employed | | | | Total | Dead | In Domestic Institutions | | | Other States |
| | | | Headed in work | No mother in work | No work shown | Part-time or other status | Other status | Full-time | Part-time | Deerf. Inst. | | | Other State Inst. | Headed | | |
| Alabama | 20,000 | 6,000 | 2,000 | 6,000 | 6,000 | 20,000 | 2,000 | 4,000 | 6,000 | 20,000 | 1,000 | 13,000 | 1,000 | 5,000 | 1,000 | 20,000 |
| Alaska | 25,000 | 1,000 | 1,000 | 1,000 | 1,000 | 25,000 | 1,000 | 1,000 | 1,000 | 25,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 25,000 |
| Arizona | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 |
| Arkansas | 15,000 | 5,000 | 5,000 | 5,000 | 5,000 | 15,000 | 5,000 | 5,000 | 5,000 | 15,000 | 5,000 | 5,000 | 5,000 | 5,000 | 5,000 | 15,000 |
| California | 100,000 | 30,000 | 30,000 | 30,000 | 30,000 | 100,000 | 30,000 | 30,000 | 30,000 | 100,000 | 30,000 | 30,000 | 30,000 | 30,000 | 30,000 | 100,000 |
| Colorado | 12,000 | 4,000 | 4,000 | 4,000 | 4,000 | 12,000 | 4,000 | 4,000 | 4,000 | 12,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 12,000 |
| Connecticut | 8,000 | 2,000 | 2,000 | 2,000 | 2,000 | 8,000 | 2,000 | 2,000 | 2,000 | 8,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 8,000 |
| Delaware | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 |
| District of Columbia | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 |
| Florida | 18,000 | 6,000 | 6,000 | 6,000 | 6,000 | 18,000 | 6,000 | 6,000 | 6,000 | 18,000 | 6,000 | 6,000 | 6,000 | 6,000 | 6,000 | 18,000 |
| Georgia | 14,000 | 4,000 | 4,000 | 4,000 | 4,000 | 14,000 | 4,000 | 4,000 | 4,000 | 14,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 14,000 |
| Idaho | 5,000 | 2,000 | 2,000 | 2,000 | 2,000 | 5,000 | 2,000 | 2,000 | 2,000 | 5,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 5,000 |
| Illinois | 25,000 | 8,000 | 8,000 | 8,000 | 8,000 | 25,000 | 8,000 | 8,000 | 8,000 | 25,000 | 8,000 | 8,000 | 8,000 | 8,000 | 8,000 | 25,000 |
| Indiana | 11,000 | 3,000 | 3,000 | 3,000 | 3,000 | 11,000 | 3,000 | 3,000 | 3,000 | 11,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 11,000 |
| Iowa | 9,000 | 3,000 | 3,000 | 3,000 | 3,000 | 9,000 | 3,000 | 3,000 | 3,000 | 9,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 9,000 |
| Kansas | 7,000 | 2,000 | 2,000 | 2,000 | 2,000 | 7,000 | 2,000 | 2,000 | 2,000 | 7,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 7,000 |
| Kentucky | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 |
| Louisiana | 13,000 | 4,000 | 4,000 | 4,000 | 4,000 | 13,000 | 4,000 | 4,000 | 4,000 | 13,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 13,000 |
| Maine | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 |
| Maryland | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 |
| Massachusetts | 16,000 | 5,000 | 5,000 | 5,000 | 5,000 | 16,000 | 5,000 | 5,000 | 5,000 | 16,000 | 5,000 | 5,000 | 5,000 | 5,000 | 5,000 | 16,000 |
| Michigan | 22,000 | 7,000 | 7,000 | 7,000 | 7,000 | 22,000 | 7,000 | 7,000 | 7,000 | 22,000 | 7,000 | 7,000 | 7,000 | 7,000 | 7,000 | 22,000 |
| Minnesota | 17,000 | 5,000 | 5,000 | 5,000 | 5,000 | 17,000 | 5,000 | 5,000 | 5,000 | 17,000 | 5,000 | 5,000 | 5,000 | 5,000 | 5,000 | 17,000 |
| Mississippi | 8,000 | 2,000 | 2,000 | 2,000 | 2,000 | 8,000 | 2,000 | 2,000 | 2,000 | 8,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 8,000 |
| Missouri | 14,000 | 4,000 | 4,000 | 4,000 | 4,000 | 14,000 | 4,000 | 4,000 | 4,000 | 14,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 14,000 |
| Montana | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 |
| Nebraska | 5,000 | 2,000 | 2,000 | 2,000 | 2,000 | 5,000 | 2,000 | 2,000 | 2,000 | 5,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 5,000 |
| Nevada | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 |
| New Hampshire | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 |
| New Jersey | 19,000 | 6,000 | 6,000 | 6,000 | 6,000 | 19,000 | 6,000 | 6,000 | 6,000 | 19,000 | 6,000 | 6,000 | 6,000 | 6,000 | 6,000 | 19,000 |
| New Mexico | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 |
| New York | 30,000 | 10,000 | 10,000 | 10,000 | 10,000 | 30,000 | 10,000 | 10,000 | 10,000 | 30,000 | 10,000 | 10,000 | 10,000 | 10,000 | 10,000 | 30,000 |
| North Carolina | 11,000 | 3,000 | 3,000 | 3,000 | 3,000 | 11,000 | 3,000 | 3,000 | 3,000 | 11,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 11,000 |
| North Dakota | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 |
| Ohio | 15,000 | 5,000 | 5,000 | 5,000 | 5,000 | 15,000 | 5,000 | 5,000 | 5,000 | 15,000 | 5,000 | 5,000 | 5,000 | 5,000 | 5,000 | 15,000 |
| Oklahoma | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 |
| Oregon | 7,000 | 2,000 | 2,000 | 2,000 | 2,000 | 7,000 | 2,000 | 2,000 | 2,000 | 7,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 7,000 |
| Pennsylvania | 28,000 | 9,000 | 9,000 | 9,000 | 9,000 | 28,000 | 9,000 | 9,000 | 9,000 | 28,000 | 9,000 | 9,000 | 9,000 | 9,000 | 9,000 | 28,000 |
| Rhode Island | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 |
| South Carolina | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 6,000 | 2,000 | 2,000 | 2,000 | 2,000 | 2,000 | 6,000 |
| South Dakota | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 |
| Tennessee | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 10,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 10,000 |
| Texas | 20,000 | 7,000 | 7,000 | 7,000 | 7,000 | 20,000 | 7,000 | 7,000 | 7,000 | 20,000 | 7,000 | 7,000 | 7,000 | 7,000 | 7,000 | 20,000 |
| Utah | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 3,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 3,000 |
| Vermont | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 |
| Virginia | 12,000 | 4,000 | 4,000 | 4,000 | 4,000 | 12,000 | 4,000 | 4,000 | 4,000 | 12,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 12,000 |
| Washington | 9,000 | 3,000 | 3,000 | 3,000 | 3,000 | 9,000 | 3,000 | 3,000 | 3,000 | 9,000 | 3,000 | 3,000 | 3,000 | 3,000 | 3,000 | 9,000 |
| West Virginia | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 4,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 4,000 |
| Wisconsin | 13,000 | 4,000 | 4,000 | 4,000 | 4,000 | 13,000 | 4,000 | 4,000 | 4,000 | 13,000 | 4,000 | 4,000 | 4,000 | 4,000 | 4,000 | 13,000 |
| Wyoming | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 2,000 | 1,000 | 1,000 | 1,000 | 1,000 | 1,000 | 2,000 |

1. Data for income tax returns (New England, Oregon (Pacific), and Ohio, data not available).
 2. Includes 100 percent.
 3. Includes, less 100 percent.

SOURCE: Ibid.

Table 10. Occupational composition of workers in the labor force by State and by sex, 1950. For a selected month, November-December 1950

| State | Families with head of household | Professional and technical | Proprietors, managers, and officials | Operative, sales, and kindred workers | Crafts- men, foremen, and kindred workers | Farm owners, rentiers, and managers | Operative and kindred workers | Farm laborers, including share-croppers | Service workers, except private household | Private household service workers | Total | Male | Female |
|----------------------------|---------------------------------|----------------------------|--------------------------------------|---------------------------------------|---|-------------------------------------|-------------------------------|---|---|-----------------------------------|---------------|----------------|--------------|
| Total, in States of | 100,000 | 3,749 | 907 | 46,251 | 3,670 | 1,707 | 50,407 | 36,317 | 229,155 | 140,722 | 62,119 | 247,841 | 100.0 |
| Ferment | 1.0 | 0.5 | 0.1 | 5.8 | 0.5 | 0.2 | 6.4 | 4.3 | 10.3 | 27.7 | 17.9 | 45.6 | 100.0 |
| New England | 2,662 | .6 | .1 | 8.5 | .6 | .1 | 16.5 | .9 | 16.0 | 10.4 | 17.9 | 12.0 | 100.0 |
| Maine | 3,213 | .7 | .1 | 14 | .2 | .1 | 5.6 | .4 | 21.6 | 6.0 | 20.0 | 11.0 | 100.0 |
| New Hampshire | 1,100 | .7 | .1 | 11.4 | .2 | .1 | 23.0 | .4 | 20.4 | 7.0 | 13.4 | 12.2 | 100.0 |
| Vermont | 1,349 | 1.0 | .1 | 10.0 | .3 | .1 | 8.3 | .5 | 20.2 | 17.0 | 14.3 | 7.4 | 100.0 |
| Massachusetts | 7,200 | .4 | .1 | 5.1 | .2 | .1 | 40.4 | .2 | 11.2 | 4.0 | 7.0 | 4.6 | 100.0 |
| Rhode Island | 7,200 | .5 | .1 | 10.0 | .3 | .1 | 7.0 | .7 | 12.4 | 14.0 | 16.6 | 19.9 | 100.0 |
| North Atlantic | 150,000 | .3 | .1 | 7.0 | .5 | (2) | 22.0 | .7 | 14.3 | 15.0 | 17.0 | 14.4 | 100.0 |
| Delaware | 17,000 | .3 | .1 | 6.2 | .3 | (2) | 16.0 | .3 | 11.7 | 15.7 | 17.0 | 14.0 | 100.0 |
| Maryland | 26,000 | .3 | .1 | 7.4 | .2 | .1 | 11.4 | .2 | 14.0 | 20.0 | 12.0 | 11.3 | 100.0 |
| Virginia | 67,000 | .3 | .1 | 5.5 | .7 | .1 | 8.6 | .6 | 16.0 | 11.0 | 6.4 | 19.4 | 100.0 |
| South Atlantic | 111,000 | .4 | .1 | 7.0 | .7 | (2) | 4.4 | .6 | 14.4 | 15.0 | 14.7 | 24.4 | 100.0 |
| Alabama | 10,000 | .4 | .1 | 6.6 | .5 | (2) | 3.5 | .5 | 2.2 | 11.0 | 12.0 | 13.0 | 100.0 |
| Florida | 20,000 | .3 | .1 | 6.3 | .5 | .1 | 4.6 | .6 | 12.8 | 15.0 | 17.0 | 17.0 | 100.0 |
| Georgia | 47,000 | .4 | .1 | 7.9 | .7 | .2 | 4.6 | .5 | 14.0 | 15.0 | 16.0 | 21.0 | 100.0 |
| Louisiana | 20,000 | .4 | .1 | 5.5 | .7 | .1 | 4.5 | .6 | 10.7 | 14.0 | 9.7 | 13.0 | 100.0 |
| North Carolina | 9,000 | .5 | .1 | 20.5 | .4 | .1 | 6.7 | .9 | 22.9 | 9.0 | 14.0 | 15.0 | 100.0 |
| West North Central | 55,000 | .5 | .2 | 5.7 | .6 | .2 | 4.2 | 2.7 | 20.2 | 14.4 | 14.4 | 20.0 | 100.0 |
| Illinois | 26,000 | 1.2 | .2 | 5.1 | .5 | .1 | 5.0 | .4 | 25.3 | 11.0 | 12.0 | 14.0 | 100.0 |
| Indiana | 10,000 | .7 | .2 | 4.0 | .7 | .1 | 3.3 | .3 | 23.0 | 11.0 | 10.0 | 12.0 | 100.0 |
| Michigan | 47,000 | .7 | .2 | 6.4 | .6 | .2 | 4.1 | 2.9 | 20.0 | 12.0 | 11.0 | 14.0 | 100.0 |
| Minnesota | 10,000 | .6 | .1 | 6.5 | .6 | .1 | 2.2 | .4 | 15.0 | 10.0 | 10.0 | 11.0 | 100.0 |
| Ohio | 10,000 | 1.0 | .1 | 9.5 | .6 | .1 | 1.5 | .4 | 15.5 | 11.0 | 10.0 | 11.0 | 100.0 |
| Wisconsin | 10,000 | 1.7 | .1 | 10.1 | .1 | .1 | 5.0 | .1 | 14.4 | 12.0 | 12.0 | 14.0 | 100.0 |
| Iowa | 5,000 | .6 | .2 | 5.6 | .5 | .1 | 2.5 | .4 | 30.0 | 16.0 | 7.5 | 14.0 | 100.0 |
| South West | 10,000 | .2 | (2) | 3.0 | .3 | .2 | 5.0 | 8.6 | 13.0 | 2.7 | 7.1 | 10.4 | 100.0 |
| Arizona | 2,000 | .1 | .1 | 1.2 | .1 | .1 | 3.7 | 1.0 | 11.3 | 1.0 | 1.0 | 1.0 | 100.0 |
| California | 8,000 | .2 | (2) | 9.4 | .3 | .1 | 6.6 | 1.7 | 17.3 | 11.0 | 11.0 | 11.0 | 100.0 |
| Colorado | 2,000 | .4 | .1 | 6.1 | .2 | .1 | 2.1 | .3 | 10.2 | 11.0 | 11.0 | 11.0 | 100.0 |
| New Mexico | 2,000 | .1 | .1 | 1.1 | .1 | .1 | 5.7 | 4.2 | 10.0 | 3.0 | 1.0 | 1.0 | 100.0 |
| Texas | 6,000 | .1 | (2) | 1.7 | .2 | (2) | 1.5 | 1.2 | 6.5 | 11.0 | 11.0 | 11.0 | 100.0 |
| Utah | 2,000 | .2 | .1 | 2.0 | .2 | .1 | 5.0 | 14.5 | 12.0 | 11.0 | 11.0 | 11.0 | 100.0 |
| Wyoming | 2,000 | .1 | .1 | 2.1 | .1 | .1 | 5.5 | 32.3 | 6.5 | 16.0 | 9.0 | 13.0 | 100.0 |
| Mountain | 13,000 | .3 | .1 | 5.4 | .4 | .3 | 5.4 | 23.4 | 11.0 | 22.0 | 11.0 | 11.0 | 100.0 |
| Montana | 1,000 | .3 | .1 | 5.0 | .4 | .3 | 5.4 | 7.1 | 22.0 | 11.0 | 11.0 | 11.0 | 100.0 |
| Pacific | 70,000 | .2 | (2) | 2.5 | .2 | 1.1 | 2.8 | 14.4 | 9.0 | 20.0 | 6.0 | 14.4 | 100.0 |
| Alaska | 10,000 | .2 | .1 | 1.1 | .1 | .1 | 1.5 | .7 | 9.5 | 0.1 | 0.1 | 1.0 | 100.0 |
| California | 19,000 | .4 | .1 | 1.0 | .1 | .1 | 2.3 | 5.7 | 11.3 | 16.0 | 6.0 | 11.0 | 100.0 |
| Hawaii | 10,000 | .2 | .1 | 1.9 | .1 | .1 | 3.2 | 25.5 | 6.7 | 11.0 | 6.4 | 11.0 | 100.0 |
| Oregon | 19,000 | .2 | .1 | 1.1 | .1 | .1 | 1.0 | 1.0 | 11.0 | 11.0 | 11.0 | 11.0 | 100.0 |
| Washington | 10,000 | .1 | .1 | 1.1 | .1 | .1 | 3.5 | 26.4 | 9.6 | 14.4 | 2.0 | 11.0 | 100.0 |
| Rocky Mountain | 61,000 | .3 | .1 | 2.0 | .3 | .3 | 1.7 | 10.4 | 11.7 | 17.0 | 3.0 | 11.0 | 100.0 |
| Colorado | 1,000 | .2 | .1 | 1.0 | .1 | .1 | 4.2 | 1.1 | 25.1 | 7.4 | 4.7 | 53.7 | 100.0 |
| Idaho | 20,000 | .2 | .1 | 2.5 | .2 | .1 | 1.9 | 14.2 | 11.5 | 13.4 | 6.2 | 14.0 | 100.0 |
| Montana | 16,000 | .2 | .1 | 1.0 | .1 | .1 | 1.6 | 6.5 | 13.3 | 11.3 | 11.3 | 11.0 | 100.0 |
| New Mexico | 15,000 | .3 | .1 | 3.3 | .4 | .1 | 2.0 | 7.0 | 20.4 | 31.4 | 11.0 | 11.0 | 100.0 |
| South | 14,000 | 1.5 | .1 | 5.5 | .7 | .1 | 1.4 | 5.3 | 21.0 | 11.7 | 11.7 | 11.0 | 100.0 |
| Alabama | 1,715 | 1.2 | .1 | 6.5 | .2 | .1 | 1.6 | .6 | 32.1 | 11.0 | 11.0 | 11.0 | 100.0 |
| Arkansas | 2,325 | 1.0 | .1 | 11.0 | .1 | .1 | 1.5 | 3.4 | 24.5 | 11.0 | 12.2 | 11.0 | 100.0 |
| Florida | 700 | .7 | .1 | 7.4 | .3 | .1 | 4.0 | 1.7 | 33.9 | 9.8 | 11.0 | 11.0 | 100.0 |
| Georgia | 7,125 | 4.4 | .2 | 5.4 | .6 | .1 | 1.6 | 2.7 | 19.1 | 11.0 | 11.0 | 11.0 | 100.0 |
| Louisiana | 6,125 | .2 | .1 | 2.5 | 2.0 | .1 | 1.7 | .7 | 14.3 | 10.0 | 6.5 | 11.0 | 100.0 |
| Mississippi | 4,000 | .1 | .1 | 4.2 | .3 | .1 | 1.0 | 15.2 | 13.5 | 11.0 | 6.0 | 11.0 | 100.0 |
| South Carolina | 3,000 | .6 | .3 | 9.3 | .4 | .1 | 3.5 | .3 | 24.5 | 11.0 | 11.0 | 11.0 | 100.0 |
| Texas | 1,400 | .1 | .1 | 6.4 | .1 | .1 | 1.1 | .3 | 21.6 | 11.0 | 11.0 | 11.0 | 100.0 |
| West | 95,755 | 2.0 | .3 | 11.5 | .6 | .1 | 7.1 | 5.2 | 19.4 | 19.0 | 1.5 | 11.0 | 100.0 |
| California | 14,000 | .7 | .1 | 10.5 | .6 | .1 | 2.5 | 3.0 | 20.4 | 5.0 | 3.4 | 11.0 | 100.0 |
| Colorado | 70,000 | 2.0 | .1 | 12.0 | .5 | .1 | 6.1 | 3.8 | 16.1 | 14.0 | 12.4 | 11.0 | 100.0 |
| Idaho | 1,000 | .1 | .1 | 1.7 | .1 | .1 | 1.0 | .4 | 6.0 | 2.0 | 4.7 | 11.0 | 100.0 |
| Montana | 2,500 | .4 | .1 | 4.2 | .2 | .1 | 4.8 | .2 | 20.4 | 10.1 | 11.0 | 11.0 | 100.0 |
| North West | 40,000 | .1 | .1 | .1 | .1 | .2 | 3.5 | 1.3 | 1.9 | 13.5 | 1.7 | 6.6 | 100.0 |
| Oregon | 2,000 | (2) | (2) | (2) | (2) | (2) | (2) | (2) | (2) | (2) | (2) | (2) | (2) |

(1) Does not include Massachusetts (New England), Oregon (Pacific), and Guam, data not available.
 (2) Less than 0.05 percent.
 (3) Not computed, base too small.