

PUBLIC AID FOR THE CARE OF DEPENDENT CHILDREN IN THEIR OWN HOMES, 1932-38

DOROTHY R. BUCKLIN*

UNDER THE provisions of the Social Security Act, Federal grants-in-aid for the care of dependent children in their own homes first became available in February 1936. Prior to this time, aid to dependent children, or mothers' aid as it was then commonly called, was financed only from State and local funds¹ under State mothers'-aid laws. The first of these laws was passed in 1911, and by 1936 all but two States had enacted such legislation. Federal grants-in-aid have supplemented State and local funds and have provided considerable stimulus to the development of programs for aid to dependent children in the States.

Some perspective on this development in the 3 years that Federal funds have been available is supplied by a comparison of the status of the program in 1936, 1937, and 1938 with that in the 4 years 1932 through 1935. It should be remembered that the years 1932 through 1935 were years of severe depression and of acute need for the relief of unemployment. During the second half of 1933 and in 1934 and 1935, Federal funds for emergency relief were granted to the States by the Federal Emergency Relief Administration. Stringency of State and local funds for mothers' aid and the availability of Federal funds for emergency relief retarded the growth of the mothers'-aid program in this period. Many families eligible for mothers' aid under State laws were cared for from emergency relief funds, however, rather than from funds specially designated for mothers' aid.

Under the Social Security Act Federal funds for aid to dependent children may be provided to the States in an amount equal to one-third of the costs of the program exclusive of amounts by which payments exceed \$18 with respect to one dependent child and \$12 with respect to each other dependent child in the same home. Participation in the program under the provisions of the Social Security

Act is entirely voluntary with the States. Federal grants may be made to a State, however, only if the State plan is approved by the Social Security Board as meeting the requirements of the Social Security Act. Two of these requirements are that aid to dependent children must be available in all political subdivisions and that there must be State financial participation in the program.

Table 1.—Number of States having laws for mothers' aid or for aid to dependent children, number in which payments to recipients were made, and number in which Federal funds were used, in the continental United States, by years, 1932-38

Year	Number of States 1--		
	With laws	In which payments to recipients were made	In which Federal funds were used 2
1932.....	46	42	.....
1933.....	46	42	.....
1934.....	46	42	.....
1935.....	47	41	.....
1936.....	47	45	27
1937.....	49	48	38
1938.....	49	48	41

1 Includes District of Columbia.

2 Federal funds for aid to dependent children were not available prior to February 1936.

Until Federal grants-in-aid became available, the limited extent of State financial participation placed responsibility for administering and financing the mothers'-aid program with the political subdivisions in most States.² Wide variation existed among the States with respect to the proportion of local units granting mothers' aid and the adequacy of the funds provided. As a result of the requirements in the Social Security Act the program has necessarily become State-wide in operation in all States receiving Federal grants-in-aid, and in these States the base of financial support has been broadened by increased expenditures from State and local funds as well as by Federal financial participation.

² For a discussion of the extent of State participation in mothers'-aid programs prior to the passage of the Social Security Act, see Bucklin, Dorothy R., and Lynch, John M., "Administration of Aid to Dependent Children and Mothers' Aid in December 1937," *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), pp. 19-20.

*Bureau of Research and Statistics, Division of Public Assistance Research.

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

In order to measure the extent of the program for mothers' aid in 1932-35 and the subsequent development, under the stimulus of Federal grants-in-aid, of the program for aid to dependent children, it is necessary to trace not only the

growth in the number of States making provision for this type of assistance but also the expansion in the number of local administrative units making payments, the amounts expended, and the numbers of families and children aided.

Table 2.—Number of counties or other local jurisdictions authorized to administer mothers' aid or aid to dependent children in the continental United States in 1938; number reporting mothers'-aid grants, June 30, 1931¹; number reporting mothers'-aid payments in 1932-35; and change from 1932 to 1935 in the number reporting payments, by States

State	Number of counties or other local jurisdictions—						Change from 1932 to 1935 in number of counties or other local jurisdictions reporting payments
	Authorized to administer mothers' aid or aid to dependent children in 1938	Reporting mothers'-aid grants, June 30, 1931 ¹	Reporting payments in—				
			1932	1933	1934	1935	
Total, 40 States.....	3,461						
Total, 40 States ²	2,897		1,632	1,605	1,670	1,601	
Alabama ³	07						0
Arizona.....	14	14	14	14	14	14	None
Arkansas.....	75	13	0	0	0	0	None
California ⁴	58	57	57	57	57	57	None
Colorado.....	03	42	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
Connecticut.....	8	(⁵)	8	8	(⁵)	8	None
Delaware.....	3	3	3	3	3	3	None
District of Columbia.....	1	1	1	1	1	1	None
Florida.....	07	41	(⁵)	45	(⁵)	(⁵)	(⁵)
Georgia ³	150						
Idaho.....	44	38	41	39	38	34	-7
Illinois ⁶	102	91	97	97	92	91	-6
Indiana.....	92	70	69	69	68	69	None
Iowa.....	99	98	93	97	97	93	-6
Kansas.....	105	32	37	38	37	33	-4
Kentucky.....	120	1	1	2	2	2	+1
Louisiana.....	64	7	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
Maine.....	16	(⁵)	10	10	10	16	None
Maryland.....	24	7	7	7	8	8	+1
Massachusetts.....	351	(⁵)	211	221	218	231	+20
Michigan ⁶	83	81	80	68	47	52	-28
Minnesota ⁶	87	85	83	79	77	77	-6
Mississippi.....	82	3	0	0	0	0	None
Missouri.....	115	11	2	2	2	2	None
Montana.....	56	46	50	49	49	49	-1
Nebraska.....	93	82	83	81	82	82	-1
Nevada.....	17	13	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
New Hampshire.....	10	(⁵)	10	10	10	10	None
New Jersey.....	21	21	21	21	21	21	None
New Mexico.....	31	0	0	0	0	0	None
New York.....	58	49	48	47	48	48	None
North Carolina.....	100	81	87	78	74	77	-10
North Dakota.....	53	44	0	0	0	0	None
Ohio.....	88	88	88	88	88	88	None
Oklahoma.....	77	48	61	47	44	45	-16
Oregon.....	36	27	34	34	34	34	None
Pennsylvania.....	67	57	58	57	55	59	+1
Rhode Island.....	39	(⁵)	26	26	26	26	-1
South Carolina ⁴	40						
South Dakota ⁶	09	03	04	05	04	03	-1
Tennessee.....	95	4	2	2	2	2	None
Texas.....	264	23	2	2	2	2	None
Utah.....	29	16	(⁵)	16	17	17	(⁵)
Vermont.....	14	(⁵)	14	14	14	14	None
Virginia.....	124	3	34	34	62	77	+43
Washington.....	39	39	39	39	39	39	None
West Virginia.....	55	17	24	(⁵)	4	0	-24
Wisconsin.....	71	71	71	68	63	61	-10
Wyoming ⁶	23	10	14	16	14	14	None

¹ U. S. Children's Bureau, *Mothers' Aid, 1931*. Bureau Publication 220, 1933, p. 9.

² Does not include Alabama, which had no law for mothers' aid or aid to dependent children until 1935; Georgia and South Carolina, which had no such law until 1937; and Colorado, Florida, Louisiana, Nevada, Utah, and West Virginia, for which data are not available for all years 1932-35.

³ According to the 1930 census, the population of the 1 county not reporting mothers'-aid grants on June 30, 1931, or mothers'-aid payments in the years 1932-35 was 241.

⁴ Data not available.

⁵ Data not available; aid was available throughout the entire State.

⁶ A number of counties did not make reports for the years 1932-35 as follows: Illinois, 1 in 1932-35; Michigan, 3 in 1932, 2 in 1933, 1 in 1935; Minnesota, 1 in 1932; South Dakota, 1 in 1932 and in 1934; Wyoming, 9 in 1932, 8 in 1933, 1 in 1934 and in 1935.

⁷ Aid given was apparently poor relief rather than mothers' aid in additional counties as follows: Kansas 29, Missouri 13, Montana 6, Nevada 1, North Dakota 1, Oregon 2, South Dakota 3, Texas 9, Utah 7, West Virginia 11, Wyoming 6.

⁸ Estimated by the Social Security Board from information available in Haber, William, and Stanchfield, Paul L., *The Problem of Economic Insecurity in Michigan*, p. 75. August 1936.

States in Which Payments Were Made

In the years 1932-34, mothers'-aid laws were on the statute books of all States³ except Alabama, Georgia, and South Carolina. No payments were made in these years or in 1935, however, in Arkansas, Mississippi, New Mexico, and North Dakota. In 1935 a mothers'-aid law was enacted by Alabama, although no aid was granted in that year, and payments were suspended in West Virginia.

By 1936 State legislation existed in all States except Georgia and South Carolina, but no payments were made in North Dakota and West Virginia. As shown in table 1, Federal grants were made to 27 States administering approved plans during that year.

In 1937, with the enactment of laws in Georgia and South Carolina, all States had legislation authorizing aid in behalf of dependent children. Mississippi was the only State in which no payments were made in that year. State or State and local funds were matched with Federal funds under approved plans in 38 States.⁴ By the end of 1938, 41 States were receiving Federal grants-in-aid under approved plans for aid to dependent children.

Local Administrative Units Making Payments

It is estimated that in the years 1932-35 mothers'-aid payments were made in approximately half the 3,464 counties or other local administrative units in the continental United States; in the 40 States for which data are available for all 4 of these years, payments were made in about 55 percent. As shown in table 2, in 1932 there were only 14 States⁵ in which the program was State-wide in operation. By 1935, aid was no longer given in all counties in Iowa and Wisconsin, and the number of States in which the program was State-wide had dropped to 12. In each of 4 States⁶ containing a total of 584 counties there were but 2 local units reporting payments in the years 1932-35.

Between 1932 and 1935 the number of local units making payments in the 40 States for which

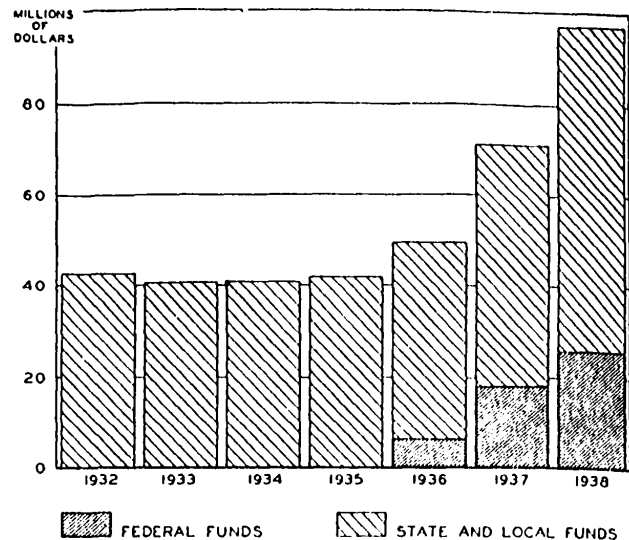
³ "State" is used to include the District of Columbia.

⁴ Hawaii, which also had an approved plan, is not included in this discussion.

⁵ Arizona, California, Connecticut, Delaware, Iowa, Maine, Massachusetts, New Hampshire, New Jersey, Ohio, Rhode Island, Vermont, Washington, and Wisconsin. According to the 1930 census, the population of the 1 county in California not making payments was 241.

⁶ Kentucky, Missouri, Tennessee, and Texas.

Chart 1.—Payments to recipients of mothers' aid and aid to dependent children from Federal funds and from State and local funds in the continental United States, 1932-38 (see table 3)



totals are shown in table 2 decreased from 1,632 to 1,601, primarily because of the decline in local revenues brought about by the depression and because of the availability of State and Federal funds for emergency relief. In 22 of the 40 States there was no change in the number of local units reporting payments; in 5 States⁷ there was an increase of 66 in the number making payments; and in 13 States⁸ 97 local units ceased making payments between 1932 and 1935. Virginia accounted for 43 of the 66 units which were added between 1932 and 1935; but, owing to the small amount of available funds, the mothers'-aid program was operated for the most part on a demonstration basis. The largest decline in the number of local units making payments occurred in Michigan, where the net decrease between 1932 and 1935 was 28. In West Virginia, which is not included in the total for the 40 States in table 2, payments had been discontinued by 1935 in the 24 counties administering aid in 1932.

Surveys made in a number of States⁹ indicate that during the period 1932-35 many families potentially eligible for mothers' aid received assistance from emergency relief funds and that in some States families receiving mothers' aid

⁷ Kentucky, Maryland, Massachusetts, Pennsylvania, and Virginia.

⁸ Idaho, Illinois, Iowa, Kansas, Michigan, Minnesota, Montana, Nebraska, North Carolina, Oklahoma, Rhode Island, South Dakota, and Wisconsin.

⁹ Florida, Idaho, Michigan, New Hampshire, New York, South Dakota, Utah, West Virginia, Wisconsin, and Wyoming.

were transferred to the emergency relief rolls or received assistance from emergency relief funds to supplement mothers'-aid grants. The rules and regulations of the Federal Emergency Relief Administration provided that "direct relief does not include relief, where provision is already made under existing laws, for widows or their dependents and/or aged persons."¹⁰ This ruling did not, of course, preclude the granting of general relief to needy persons in these groups when there was no legal provision for specialized aid, or when State or local funds were inadequate to care for all those eligible for these types of assistance.

Specific information about the division of responsibility which existed between the agencies responsible for the administration of mothers' aid and the State emergency relief administration during the FERA period is available for some States. It is probable that similar working

problem." Thus mothers' aid was reserved for families in which the majority of children were under 16 years of age and emergency relief for families in which the larger number of children were 16 or more years of age.¹² The larger counties in Wisconsin shared responsibility with the Emergency Relief Administration in the same manner.¹³

In Utah, taxes levied in a number of counties for the payment of mothers' aid were not collected, while in some instances taxes levied for mothers' aid were diverted to other purposes, chiefly to participation in the Federal Emergency Relief Administration program.¹⁴ The Delaware Legislature in November 1932 excluded mothers'-aid and old-age assistance cases from participation in the unemployment relief program, although supplemental aid was granted some mothers'-aid families in which the children or the mothers

Table 3.—Mothers' aid and aid to dependent children in the continental United States, by years, 1932-38

Year	Number of recipients ¹		Number of children in whose behalf payments were made per 1,000 estimated population under 16 years of age ²	Payments to recipients ³ (in thousands)			Median amount per inhabitant ⁴
	Families	Children		Total	From Federal funds	From State and local funds	
1932.....	113,587	280,271	(1)	\$42,573	.....	\$42,573	\$0.27
1933.....	111,800	282,752	(1)	40,504	.....	40,504	.27
1934.....	113,000	279,792	(1)	40,080	.....	40,080	.26
1935.....	110,817	285,717	8	41,727	.....	41,727	.26
1936.....	160,171	401,350	14	49,370	\$0,364	43,006	.36
1937.....	227,840	564,530	16	71,240	18,140	53,100	.59
1938.....	270,057	684,282	20	97,355	26,965	71,390	.76

¹ See table 7, footnote 1.

² Median for States making payments. (See table 8.)

³ See table 5, footnote 1.

⁴ Median for States making payments. (See table 6.)

⁵ Not computed, because estimates of population under age 16 are not available.

arrangements adapted to State and local needs and resources were developed in other States also.

In New Jersey, at the request of the State agency responsible for the administration of mothers' aid, the State Emergency Relief Administration made payments to mothers'-aid cases and was reimbursed later when county funds became available.¹¹ An arrangement in Pennsylvania between the State agency responsible for supervising mothers' assistance and the State Emergency Relief Administration provided that the emergency agency would accept responsibility for the care of "families in which unemployment rather than widowhood was the predominant

could show previous employment.¹⁴ In Rhode Island, however, unemployment relief was withdrawn in most cases where a mothers'-aid grant was made, regardless of whether children 16 or more years of age were included in the family group.¹⁵

With the inception of Federal grants-in-aid early in 1936 the gradual downward movement in the number of local units making payments was arrested, and between 1935 and the end of 1938 the number of local units granting aid increased

¹¹ Report of the Mothers' Assistance Fund to the General Assembly of Pennsylvania, 1934, p. 4.

¹² Wisconsin, State Board of Control, Aid to Dependent Children in Wisconsin, 1915-35, 1934.

¹³ Unpublished data. Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Research.

¹⁴ Rhode Island State Public Welfare Commission, Report of Mothers' Aid Bureau, 1932-33, p. 1, and 1934-35, p. 1.

greatly. It is estimated that in 1935 the number of counties or other local units in which mothers' aid was available did not exceed 1,850, or approximately 53 percent of the total of such units in the continental United States.¹⁶ By December 1938, it is estimated, mothers' aid or aid to dependent children was available in about 3,000 local units,¹⁷ or 87 percent of the total. Of the local units in which neither mothers' aid nor aid to dependent children was available, 447 or 96 percent were in the States of Kentucky, Mississippi, and Texas, and the rest were in Illinois, Iowa, and South Dakota.

Payments to Recipients

The last substantial rise in mothers'-aid payments prior to the enactment of the Social Security Act occurred in 1932, when payments amounting to \$42.6 million exceeded those made in 1931 by several million dollars.¹⁸ Little change occurred in the total annual amount expended during the years 1932-35, as is shown in table 3. Although a decrease of \$2 million, or about 5 percent, occurred from 1932 to 1933, payments increased slightly in the next 2 years and in 1935 fell short of the 1932 level by less than \$1 million.

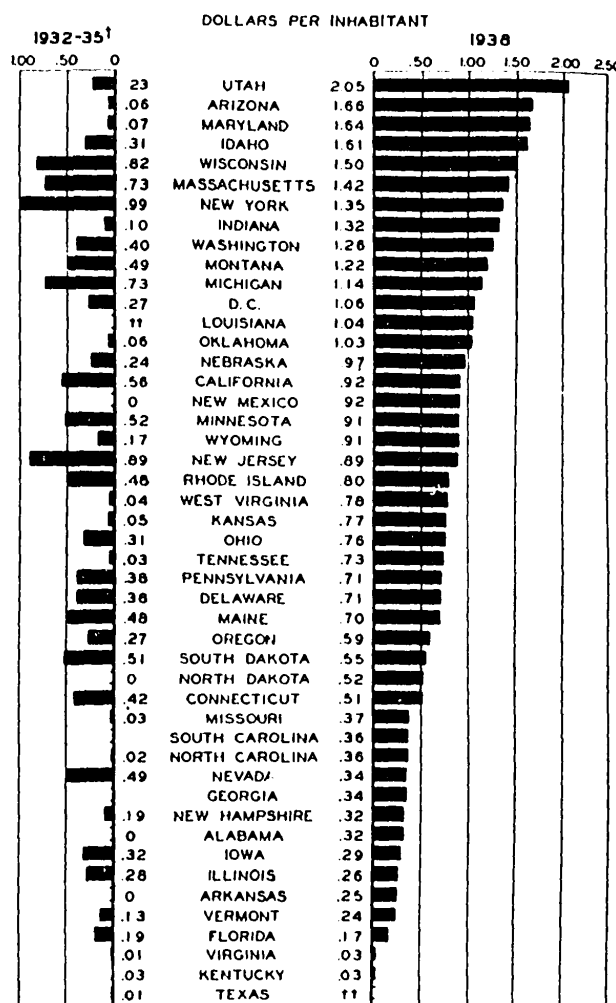
During 1936-38, as shown in chart 1, a sharp upturn in the annual amount of payments occurred when Federal grants supplemented increased amounts of State and local funds for the care of dependent children in their own homes. Twenty-seven States used Federal funds for aid to dependent children in 1936, and in that year total payments from Federal, State, and local funds amounted to \$49.4 million, an increase of 18.3 percent over the total amount expended from State and local funds in 1935. Between 1936 and 1938 the annual amount of payments from all sources increased almost twofold, coincident with

¹⁶ A total of 1,840 was obtained by adding to the total of 1,601 for 1935, shown in table 2, estimates for certain States as follows: Colorado 43; Florida 45; Louisiana 1; Nevada 16; and 120 additional local units in Massachusetts and 14 in Rhode Island, where aid was available although no payments were made in December 1935.

¹⁷ The total of 2,968 includes all counties or other local units authorized to administer aid to dependent children in States with plans approved by the Social Security Board in December 1938 (2,717) and counties or other local units administering aid in behalf of dependent children without Federal participation in certain States as follows: Connecticut 8, Illinois 91, Iowa 96, Kentucky 8, Nevada 17, South Dakota 60, and Texas 1.

¹⁸ U. S. Children's Bureau, *Mothers' Aid, 1931*. Bureau Publication 220, 1933, p. 28. Expenditures for grants during the year ended June 30, 1931, amounted to \$33,885,487. Owing to lack of comparability in the data received from certain States, the exact amount of the increase between 1931 and 1932 cannot be determined. It is estimated to have been at least \$6 million.

Chart II.—Amount expended per inhabitant for payments to recipients of mothers' aid and aid to dependent children in 1938 compared with largest annual amount expended per inhabitant for payments to recipients of mothers' aid in the years 1932-35 (see table 6)



† Represents largest annual amount expended per inhabitant in the years 1932-35.
‡ Less than 1 cent.

an increase to 41 in the number of States administering Federal funds. Table 4 shows, for each State, the relative shares of total payments for aid to dependent children or mothers' aid provided from Federal and from State and local funds in each of these years.

Federal grants have stimulated a large increase in the amount of State and local funds expended for aid to dependent children. This is apparent from the fact that between 1935, the last year before Federal funds became available, and 1938

State and local funds expended for mothers' aid and for aid to dependent children increased 71 percent. All but a negligible portion of this increase occurred in the States administering Federal funds. Of the 41 States administering Fed-

Table 4.—Percentage distribution of payments to recipients of mothers' aid and aid to dependent children by sources of funds, by States, 1936-38¹

State	1936		1937		1938	
	Federal funds	State and local funds	Federal funds	State and local funds	Federal funds	State and local funds
Total.....	12.0	87.1	25.6	74.5	20.7	73.3
Alabama.....	30.3	69.7	33.3	66.7	33.3	66.7
Arizona.....	31.1	68.9	33.3	66.7	33.3	66.7
Arkansas.....	30.3	69.7	33.3	66.7	33.3	66.7
California.....	12.6	87.4	27.2	72.8	27.0	73.0
Colorado.....	31.2	68.8	33.3	66.7	33.3	66.7
Connecticut.....	100.0	100.0	100.0	100.0	100.0	100.0
Delaware.....	16.7	83.3	32.8	67.2	32.0	68.0
District of Columbia.....	26.6	73.6	27.0	73.0	27.0	73.0
Florida.....	100.0	100.0	100.0	100.0	12.6	87.5
Georgia.....	100.0	100.0	33.3	66.7	33.3	66.7
Idaho.....	32.8	67.2	33.3	66.7	33.3	66.7
Illinois.....	100.0	100.0	100.0	100.0	100.0	100.0
Indiana.....	11.8	88.2	31.5	68.5	31.2	68.8
Iowa.....	100.0	100.0	100.0	100.0	100.0	100.0
Kansas.....	100.0	100.0	30.1	69.9	31.0	69.0
Kentucky.....	100.0	100.0	100.0	100.0	100.0	100.0
Louisiana.....	32.2	67.8	33.1	66.9	32.0	68.0
Maine.....	27.3	72.7	28.6	71.5	28.0	72.0
Maryland.....	33.3	66.7	33.3	66.7	33.0	67.0
Massachusetts.....	16.7	83.3	22.0	78.0	19.0	81.0
Michigan.....	10.6	89.4	26.0	74.0	25.0	75.0
Minnesota.....	100.0	100.0	10.7	89.3	27.3	72.7
Mississippi.....	21.1	78.9	0	0	0	0
Missouri.....	100.0	100.0	100.0	100.0	33.3	66.7
Montana.....	100.0	100.0	23.4	76.6	33.3	66.7
Nebraska.....	28.1	71.9	33.4	66.6	33.3	66.7
Nevada.....	100.0	100.0	100.0	100.0	100.0	100.0
New Hampshire.....	31.4	68.6	33.2	66.8	32.4	67.6
New Jersey.....	23.7	76.3	32.7	67.3	32.0	68.0
New Mexico.....	32.7	67.3	32.5	67.5	32.5	67.5
New York.....	100.0	100.0	19.0	81.0	21.0	79.0
North Carolina.....	100.0	100.0	33.3	66.7	33.3	66.7
North Dakota.....	0	0	33.3	66.7	33.3	66.7
Ohio.....	14.7	85.3	28.3	71.7	26.6	73.4
Oklahoma.....	33.0	67.0	33.3	66.7	33.3	66.7
Oregon.....	100.0	100.0	20.0	80.0	27.0	73.0
Pennsylvania.....	14.2	85.8	33.3	66.7	33.3	66.7
Rhode Island.....	100.0	100.0	21.6	78.4	25.6	74.5
South Carolina.....	100.0	100.0	33.3	66.7	33.3	66.7
South Dakota.....	100.0	100.0	100.0	100.0	100.0	100.0
Tennessee.....	100.0	100.0	30.6	69.4	33.3	66.7
Texas.....	100.0	100.0	100.0	100.0	100.0	100.0
Utah.....	32.3	67.7	33.3	66.7	29.6	70.5
Vermont.....	27.8	72.2	33.3	66.7	33.3	66.7
Virginia.....	100.0	100.0	100.0	100.0	20.8	79.2
Washington.....	32.4	67.6	33.3	66.7	33.3	66.7
West Virginia.....	0	0	33.3	66.7	33.3	66.7
Wisconsin.....	25.7	74.3	26.3	73.7	28.0	72.0
Wyoming.....	33.3	66.7	33.3	66.7	33.3	66.7

¹ See footnotes on table 5.

eral funds in 1938, 34 made mothers'-aid payments in 1935. The amounts expended from State and local funds for aid to dependent children in 1938 exceeded those for mothers' aid in 1935 in all but 1 of these 34 States—New Jersey. Furthermore, increased payments from State and local funds in

these 33 States¹⁰ accounted for almost 90 percent of the total increase in State and local funds which occurred between 1935 and 1938. The remainder of the increase in State and local funds between 1935 and 1938 occurred in seven States²⁰ which initiated programs for aid to dependent children after Federal funds became available, and in Connecticut and South Dakota—2 of the 8 States which did not administer Federal funds for aid to dependent children in 1938.

Marked variations exist among the States with respect to the stage of development of the program both during the years 1932-35 and from 1936 through 1938. The aggregate data for all States operating programs for assistance to children indicate relative stability in the program in the earlier period and a rapid growth in the later period. Diverse developments in individual States underlie the composite picture, as is shown in table 5. It may be noted that the programs in seven States,²¹ including five of the New England States, showed a steady growth throughout the entire period 1932-38. That States may have difficulty in providing the funds necessary to maintain the gains made under the Social Security Act during the last 3 years is suggested by the fact that in 1938 four States²² reported small decreases in total payments to recipients of aid to dependent children.

A further indication of the uneven development of programs for mothers' aid and for aid to dependent children may be obtained from a comparison of the annual amounts expended per inhabitant in the several States. In making such comparisons it must be recognized that, even if all States provided assistance to all eligible children commensurate with their needs, differences still would occur between States in amounts expended per inhabitant because of the variations among States in the proportion of children eligible, in the extent of their unmet needs, and in living costs. It is reasonable to assume, however, that had each State fully met its responsibility for caring

¹⁰ Arizona, California, Colorado, Delaware, District of Columbia, Florida, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Tennessee, Utah, Vermont, Virginia, Washington, Wisconsin, and Wyoming.

²⁰ Alabama, Arkansas, Georgia, New Mexico, North Dakota, South Carolina, and West Virginia.

²¹ Indiana, Maine, Massachusetts, New Hampshire, Ohio, Rhode Island, and Vermont.

²² Arkansas, District of Columbia, Washington, and Wyoming.

Table 5.—Payments to recipients of mothers' aid and aid to dependent children from Federal funds and from State and local funds in the continental United States, by States, 1932-38¹

[In thousands]

State	Year original State law was passed	First month for which Federal funds were used	State and local funds				Federal funds and State and local funds								
			1932	1933	1934	1935	1936			1937			1938		
							Total	Federal funds	State and local funds	Total	Federal funds	State and local funds	Total	Federal funds	State and local funds
Total²			\$42,573	\$40,504	\$40,638	\$41,727	\$49,370	\$0,364	\$13,006	\$71,260	\$18,140	\$53,120	\$07,355	\$25,905	\$71,390
Alabama ³	1935	Feb. 1936				0	614	180	428	713	238	475	929	309	620
Arizona ⁴	1914	June 1936	24	19	21	20	152	47	105	412	147	295	683	227	455
Arkansas	1917	Apr. 1936	0	0	0	0	224	68	156	601	200	401	608	169	339
California	1913	July 1936	2,438	2,772	3,110	3,343	3,182	401	2,782	4,047	1,102	2,945	5,638	1,522	4,116
Colorado ⁵	1913	Apr. 1936	107	99	97	104	447	140	307	1,162	387	775	1,346	448	898
Connecticut	1916	(*)	670	706	606	712	778		778	852		852	888		888
Delaware	1917	Aug. 1936	93	93	93	93	111	10	93	151	50	102	185	59	126
Dist. of Col.	1926	Feb. 1936	136	147	148	152	664	176	488	676	183	491	663	170	494
Florida	1919	Sept. 1938	291	222	239	250	250		250	261		261	288	36	253
Georgia	1937	July 1937								232	77	155	1,048	319	699
Idaho	1913	Feb. 1936	143	130	124	110	383	125	257	609	233	466	793	264	529
Illinois	1911	(*)	2,127	1,917	2,115	2,049	1,950		1,950	1,911		1,941	2,016		2,016
Indiana	1919	Sept. 1936	336	338	345	348	366	43	323	2,747	866	1,881	4,587	1,431	3,156
Iowa	1913	(*)	812	800	732	790	600		600	657		657	744		744
Kansas	1915	Aug. 1937	90	76	53	42	42		42	254	77	178	1,431	445	990
Kentucky	1928	(*)	61	65	63	97	109		109	106		106	98		98
Louisiana ⁶	1920	June 1936	3	3	3	0	732	236	496	1,772	696	1,186	2,211	708	1,503
Maine	1917	Feb. 1936	278	296	335	410	488	133	355	659	150	309	604	160	435
Maryland	1916	do	57	102	117	116	1,610	536	1,074	2,150	716	1,434	2,745	906	1,839
Massachusetts	1913	Apr. 1936	2,602	2,746	2,916	3,203	3,349	559	2,791	4,526	696	3,831	6,288	1,195	5,093
Michigan ⁷	1913	Aug. 1936	3,484	3,046	2,750	2,599	2,214	234	1,980	4,418	1,149	3,269	5,524	1,381	4,143
Minnesota	1913	Sept. 1937	1,313	1,310	1,273	1,375	1,570		1,570	1,721	183	1,538	2,411	659	1,755
Mississippi	1928	(*)	0	0	0	0	25	5	20	0		0	0		0
Missouri ⁸	1917	Jan. 1938	100	92	91	109	112		112	111		141	1,474	491	983
Montana	1915	Apr. 1937	264	248	230	225	224		224	350	84	275	656	218	437
Nebraska ⁹	1913	Apr. 1936	326	289	277	297	483	130	347	1,122	375	747	1,325	441	883
Nevada	1913	(*)	47	45	45	46	56		56	47		47	34		34
New Hampshire	1913	Feb. 1936	65	75	90	95	139	44	95	152	51	102	162	53	110
New Jersey ¹⁰	1913	Apr. 1936	3,717	3,274	3,072	3,062	3,238	767	2,471	3,606	1,179	2,427	3,895	1,237	2,658
New Mexico	1931	June 1936	0	0	0	0	98		98	66		66	387	126	261
New York	1915	May 1937	12,679	11,731	12,020	12,180	12,388		12,388	13,217	2,516	10,701	17,418	3,694	13,784
North Carolina	1923	July 1937	82	70	59	61	62		62	257	86	171	1,275	425	850
North Dakota	1915	Oct. 1937	0	0	0	0	0		0	18	6	12	374	124	247
Ohio	1913	July 1936	2,022	2,077	2,085	2,095	2,301	351	2,039	4,001	1,134	2,866	5,088	1,353	3,735
Oklahoma ¹¹	1915	Apr. 1936	140	105	114	125	657	217	440	1,629	512	1,083	2,636	878	1,758
Oregon	1913	June 1937	265	269	261	267	288		288	325	65	269	693	163	440
Pennsylvania	1913	Aug. 1936	3,790	3,630	3,520	3,690	3,649	518	3,131	6,091	2,028	4,063	7,295	2,419	4,846
Rhode Island	1923	Jan. 1937	253	262	289	324	352		352	465	100	394	512	138	404
South Carolina	1937	Aug. 1937								85	58	57	684	227	454
South Dakota	1913	(*)	353	342	321	344	330		330	355		355	380		390
Tennessee ¹²	1915	July 1937	60	59	75	76	73		73	470	144	326	2,112	703	1,408
Texas ¹³	1917	(*)	49	43	43	42	40		40	35		35	12		12
Utah	1913	Mar. 1936	100	85	82	119	550	178	372	853	284	569	1,973	314	750
Vermont	1917	do	35	42	47	49	70	19	50	82	27	51	91	30	61
Virginia	1918	Sept. 1938	2	14	26	32	46		46	46		46	81	17	64
Washington	1913	Feb. 1936	633	605	574	589	1,316	426	896	2,179	726	1,453	2,998	669	1,328
West Virginia	1916	Jan. 1937	78	47	12	0	0		0	801	287	574	1,464	488	977
Wisconsin	1913	Feb. 1936	2,406	2,181	2,094	2,115	2,793	710	2,074	3,588	945	2,643	4,394	1,230	3,164
Wyoming	1915	do	40	35	29	38	46		46	233		233	214		143

¹ Figures represent payments to recipients, exclusive of administrative expense, and were either reported to or estimated by the Social Security Board. Reports for 12-month periods other than a calendar year have been adjusted to cover the calendar year. Distribution by source of funds for 1936-38 is partly estimated.

² Figures for 1932-35 do not include some payments made in Colorado and in Louisiana, and for 1936-38 do not include appreciable amounts of payments made in Michigan and in Nebraska.

³ Payments were made in behalf of a small number of children cared for in their own homes, but the State had no program for aid to dependent children until 1936.

⁴ The original act was declared unconstitutional, and another law was enacted in 1917.

⁵ Figures for 1932-35 are for Denver County (Denver) only and probably represent about half the amount of payments made in the State.

⁶ Did not administer aid to dependent children in 1936-38 under a plan approved in accordance with title IV of the Social Security Act.

⁷ Figures for 1932 through May 1936 are for Caddo Parish (Shreveport) only. It is believed that the amounts of payments in other parts of the State for this period were very small.

⁸ Figures for the last 6 months of 1936 and for 1937-38 do not include appreciable amounts of payments administered through the county probate courts in certain counties under the mothers'-aid law.

⁹ Payments were made for the first 3 months of 1936, and Federal funds were used for February and March.

¹⁰ Only Jackson County (Kansas City) and St. Louis City made payments in 1932-37.

¹¹ The law for Jackson County (Kansas City) and St. Louis City was enacted in 1911.

¹² Figures for the last 9 months of 1936 and for 1937-38 do not include appreciable amounts of payments from local funds administered under the State mothers'-pension law.

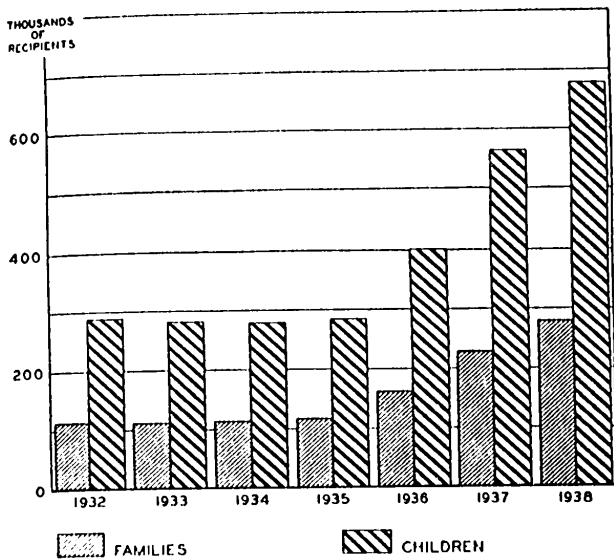
¹³ Figures for 1932-37 and for the first 6 months of 1938 include (1) payments in behalf of children cared for under the act to provide home life for dependent children, and (2) payments in behalf of children legally committed to the care of the State Board of Children's Guardians who were placed with relatives enumerated under title IV of the Social Security Act. Figures for the last 6 months of 1938 do not include payments in behalf of children in the latter group.

¹⁴ Figures for 1936-38 do not include small amounts of payments from local funds administered under the State mothers'-aid law.

¹⁵ Only 2 counties, Shelby (Memphis) and Knox (Knoxville), made payments during the period 1932 through July 1937.

¹⁶ Only 2 counties, Harris (Houston) and Dallas (Dallas), made payments during 1932-37, and only Dallas County during 1938.

Chart III.—Recipients of mothers' aid and aid to dependent children in the continental United States in December of each year, 1932-38 (see table 3)



for dependent children in 1938, the range in annual expenditures per inhabitant would have been far less than the actual range from 0 to \$2.05.

Eventually it may be possible to set a minimum figure at which expenditures per inhabitant must be maintained in order to support the presumption that an adequate program exists, but in the absence of such a standard the median amount per inhabitant for the country as a whole provides a less exact measuring rod. It is more than likely that such a desirable minimum would exceed the median amount of 76 cents spent in 1938; whether it would exceed the highest amount spent, \$2.05, is a matter of conjecture.

The median amount spent per inhabitant in States making payments in behalf of dependent children in their own homes was 27 cents in 1932 and remained practically unchanged in the next 3 years, as shown in table 6. In each of the years 1936-38 the median expenditure per inhabitant increased substantially. In chart II the annual amount spent per inhabitant in each State in 1938 is compared with the highest annual amount spent per inhabitant in any year from 1932 through 1935.

All 25 States which made payments at a rate equal to or above the median of 76 cents in 1938 were administering Federal funds for aid to dependent children under the Social Security Act.

Thirteen²³ of these States spent at a rate equal to or above the 1932 median amount of 27 cents per inhabitant during one or more years of the period 1932-35. Among the remaining 11 States which exceeded the median in 1938, New Mexico had made no payments until 1936; 6 States²⁴ previously had made payments amounting to less than 10 cents per inhabitant; Indiana and Wyoming, from 10 to 19 cents; and Nebraska and Utah, from 20 to 29 cents. In 1938 the rate of expenditure in four States²⁵ was more than twice as large as the median for all States making payments.

Of the 23 States spending less than the median amount in 1938, 4²⁶ made payments falling only slightly below that rate. Fifteen States made payments at a rate of less than 40 cents per inhabitant in 1938; of these, 5²⁷ did not administer Federal funds for aid to dependent children during 1938, and in Florida and Virginia Federal funds were available for only part of the year. In the remaining 8²⁸ of these 23 States, Federal funds had been available for a year or more, but there was a shortage of State or State and local funds available for Federal matching.

Number of Recipients

The numbers of families and children receiving mothers' aid in the country as a whole varied only slightly during the years 1932-35. At the close of 1932, mothers'-aid payments were made in behalf of approximately 289,300 dependent children in 113,600 families. As shown in tables 3 and 7, both the number of families and the number of children aided were less at the end of the following year. By the end of 1934 the number of families had increased slightly from 1933, although the number of children granted aid showed a further decline. The number of children aided at the close of 1935 was less than in 1932, but over the same period there was a net increase of 2.8 percent in the number of families. The decline in the number of children assisted is primarily

²³ California, District of Columbia, Idaho, Massachusetts, Michigan, Minnesota, Montana, New Jersey, New York, Ohio, Rhode Island, Washington, and Wisconsin. Complete data for the years 1932-35 are not available for Colorado, which is included in the number of States making payments above the median in 1938.

²⁴ Arizona, Kansas, Louisiana, Maryland, Oklahoma, and West Virginia.

²⁵ Arizona, Idaho, Maryland, and Utah.

²⁶ Delaware, Maine, Pennsylvania, and Tennessee.

²⁷ Illinois, Iowa, Kentucky, Nevada, and Texas.

²⁸ Alabama, Arkansas, Georgia, Missouri, New Hampshire, North Carolina, South Carolina, and Vermont.

attributable to a large decrease in the number of children granted aid per family in Michigan. In that State the number of children aided per family declined from 2.7 in 1933 to 2.2 in 1935.²⁹

The marked increase in the numbers of families and children aided in the years 1936 through 1938, as shown in chart III, reflects the extension of the program after Federal funds were made available.

²⁹ Michigan, State Welfare Department, *Mothers' Pensions in Michigan*, (1934). On p. 8 of this report the following statement is made: "Many Judges have established the policy of paying grants only to 3 or 4 children although the mother may have 6 or 9 children of pension age."

Table 6.—Annual amount per inhabitant expended for payments to recipients of mothers' aid and aid to dependent children, by States, 1932-38¹

State	1932	1933	1934	1935	1936	1937	1938
Median for States making payments ²	\$0.27	\$0.27	\$0.26	\$0.26	\$0.36	\$0.59	\$0.78
Alabama.....				.00	.21	.25	.32
Arizona.....	.06	.05	.05	.05	.37	1.07	1.06
Arkansas.....	.00	.00	.00	.00	.11	.29	.25
California.....	.42	.47	.52	.56	.52	.66	.92
Colorado.....	(³)	(³)	(³)	(³)	.42	1.08	1.26
Connecticut.....	.40	.42	.41	.41	.45	.49	.51
Delaware.....	.38	.37	.37	.36	.43	.68	.71
District of Columbia.....	.26	.27	.26	.26	1.07	1.08	1.06
Florida.....	.19	.14	.15	.15	.16	.16	.17
Georgia.....						.08	.34
Idaho.....	.31	.28	.26	.25	.79	1.42	1.61
Illinois.....	.28	.25	.27	.26	.25	.25	.26
Indiana.....	.10	.10	.10	.10	.10	.79	1.32
Iowa.....	.32	.32	.29	.31	.24	.26	.29
Kansas.....	.05	.04	.03	.02	.02	.14	.77
Kentucky.....	.02	.02	.02	.03	.04	.04	.03
Louisiana.....	(⁴)	(⁴)	(⁴)	(⁴)	.34	.83	1.04
Maine.....	.34	.36	.40	.48	.57	.65	.70
Maryland.....	.03	.06	.07	.07	.96	1.28	1.64
Massachusetts.....	.60	.64	.67	.73	.76	1.02	1.42
Michigan.....	.73	.64	.59	.55	1.46	1.91	1.14
Minnesota.....	.50	.50	.48	.52	.60	.65	.91
Mississippi.....	.00	.00	.00	.00	.01	.00	.00
Missouri.....	.03	.02	.02	.03	.03	.04	.37
Montana.....	.49	.46	.43	.42	.42	.67	1.22
Nebraska.....	.24	.21	.20	.22	1.35 ⁵	.82	.97
Nevada.....	.49	.46	.46	.47	.50 ⁶	.46	.34
New Hampshire.....	.13	.16	.18	.19	.27	.30	.32
New Jersey.....	.59	.78	.72	.71	.75	.83	.89
New Mexico.....	.00	.00	.00	.00	.23	.77	.92
New York.....	.99	.92	.94	.94	.96	1.02	1.35
North Carolina.....	.02	.02	.02	.02	.02	.07	.36
North Dakota.....	.00	.00	.00	.00	.00	.03	.52
Ohio.....	.30	.31	.31	.31	.36	.59	.76
Oklahoma.....	.06	.04	.04	.05	1.26	1.64	1.03
Oregon.....	.27	.27	.26	.26	.28	.32	.59
Pennsylvania.....	.38	.37	.35	.36	.36	.60	.71
Rhode Island.....	.37	.38	.42	.48	.52	.68	.80
South Carolina.....						.04	.36
South Dakota.....	.51	.49	.46	.50	.48	.56	.55
Tennessee.....	.02	.02	.03	.03	.02	.16	.73
Texas.....	.01	.01	.01	.01	.01	.01	(⁷)
Utah.....	.20	.16	.16	.23	1.07	1.64	2.06
Vermont.....	.09	.11	.13	.13	.18	.21	.24
Virginia.....	(⁸)	(⁸)	.01	.01	.01	.02	.03
Washington.....	.40	.38	.35	.36	.80	1.31	1.26
West Virginia.....	.04	.03	.01	.00	.00	.46	.78
Wisconsin.....	.82	.75	.72	.73	.96	1.23	1.50
Wyoming.....	.17	.16	.13	.16	.63	.99	.91

¹ Does not include administrative expense. Rates based on amount of payments shown in table 5 and on total population estimated by the U. S. Bureau of the Census, as of July 1 of each year, except for 1938 which is based on estimated population as of July 1, 1937.

² Does not include Colorado, 1932-35.

³ See table 5, footnote 6.

⁴ Less than 1 cent.

⁵ See table 5, footnote 9.

⁶ See table 5, footnote 13.

⁷ See table 5, footnote 15.

Increases also occurred, however, in some States administering this type of aid without Federal participation. For December 1938 as compared with December 1935, both the number of families receiving mothers' aid or aid to dependent children and the number of children granted aid had more than doubled.

The estimated number of children in whose behalf mothers' aid or aid to dependent children was granted has been related to the estimated population under 16 years of age, and a comparison of the number of children so assisted in December (or some other specified month) of 1935 and in December 1938 is shown by States in chart IV. Like the annual amounts expended per inhabitant, the rates showing the number of children assisted per 1,000 population under 16 years of age would be more significant if an accepted minimum standard had been developed with which they could be compared. In lieu of such a standard the median for all States making payments in 1935 and 1938 has been used as the basis of comparison.³⁰

Between 1935 and 1938 the median rate of the number of children aided per 1,000 estimated population under 16 years of age rose from 8 to 20, as shown in table 8. In 1935, the range in rates in the 41 States making payments was from less than 1 child per 1,000 in Louisiana and Texas to 20 in New Jersey and South Dakota. All States except Mississippi made payments for mothers' aid or aid to dependent children in 1938, and in that year the range in rates of the number of children aided was from less than 1 child per 1,000 in Texas to 46 in Arizona and Maryland.

Of the 25 States³¹ in which the proportion of children aided in December 1938 was equal to or above the median of 20 per 1,000 estimated population under 16, all except South Dakota administered Federal funds for that month. Ten of these States³² fell below the median of 8 per 1,000 in 1935, and New Mexico and West Virginia made

³⁰ No comparison can be made between the ranking of a State according to amounts expended per inhabitant and the ranking according to the number of children granted aid per 1,000 population under 16, not only because the rates are based on two different population bases but also because the figures on payments used in the computations cover the entire year, and the figures on numbers of children, only one month.

³¹ Includes Colorado which is not shown in chart III, and Arizona, California, District of Columbia, Idaho, Indiana, Kansas, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, New Jersey, New Mexico, New York, Oklahoma, South Dakota, Tennessee, Utah, Washington, West Virginia, Wisconsin, and Wyoming.

³² Arizona, District of Columbia, Idaho, Indiana, Kansas, Louisiana, Maryland, Oklahoma, Tennessee, and Wyoming.

Table 7.—Number of recipients of mothers' aid and aid to dependent children in the continental United States, by States, in a specified month in the years 1932-38¹

State	1932		1933		1934		1935		1936		1937		1938	
	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children	Families	Children
Total ²	113,587	289,271	111,800	282,752	113,009	279,792	116,817	285,717	160,171	401,359	227,869	564,536	279,657	684,282
Alabama ³							0	0	5,316	15,672	5,120	15,149	5,578	16,514
Arizona.....	160	500	85	310	110	380	105	390	953	2,886	1,413	4,184	2,010	5,945
Arkansas.....	0	0	0	0	0	0	0	0	4,044	11,200	4,858	13,167	4,068	11,186
California.....	5,600	13,480	6,480	15,070	7,180	16,470	7,940	18,220	8,875	21,076	10,892	27,050	12,818	31,692
Colorado ⁴	202	525	178	460	187	490	204	530	2,252	5,995	3,294	8,625	3,888	10,020
Connecticut.....	1,156	3,007	1,240	3,195	1,298	3,328	1,321	3,381	1,840	3,321	1,420	3,550	1,850	3,800
Delaware ⁵	323	837	341	873	352	865	351	862	395	968	459	1,074	471	1,098
District of Columbia.....	181	646	188	660	217	739	197	652	1,317	3,645	1,233	3,659	1,048	3,178
Florida.....	3,400	8,200	2,564	6,163	2,600	6,300	2,600	6,200	2,282	5,700	2,270	5,675	2,201	5,877
Georgia.....											2,929	8,282	4,582	12,818
Idaho.....	470	1,220	420	1,100	400	1,050	380	980	1,609	4,103	2,810	5,476	2,689	6,365
Illinois ⁶	7,600	19,000	7,000	16,852	6,231	15,002	6,955	16,480	6,000	14,400	7,600	17,000	7,500	17,000
Indiana ⁶	1,242	3,773	1,313	3,771	1,391	3,936	1,400	3,939	2,078	5,661	11,624	25,487	15,218	32,000
Iowa.....	3,404	7,939	3,421	7,785	3,590	8,161	3,472	7,963	2,900	7,300	3,101	7,214	3,000	7,000
Kansas ⁷	530	1,870	450	1,580	378	1,353	246	1,019	190	500	2,717	6,929	4,658	11,168
Kentucky.....	129	445	147	491	134	436	229	737	220	700	210	670	250	800
Louisiana ⁸	31	95	32	95	35	105	43	130	5,335	15,975	7,857	22,763	9,745	28,034
Maine.....	793	2,060	720	1,870	887	2,310	910	2,370	1,255	3,373	1,279	3,405	1,327	3,465
Maryland.....	123	518	232	868	273	929	250	792	4,982	14,122	6,847	18,025	7,692	20,824
Massachusetts.....	3,500	9,000	3,800	9,700	4,000	10,600	4,400	11,000	5,022	13,829	7,856	18,685	9,288	22,644
Michigan ⁹	10,641	29,245	10,254	27,608	10,000	24,000	10,062	21,888	8,139	19,245	11,547	27,077	12,262	28,478
Minnesota ¹⁰	3,873	10,911	3,592	9,244	4,105	10,261	4,366	11,442	4,864	12,861	4,498	11,666	6,716	17,009
Mississippi.....	0	0	0	0	0	0	0	0	(11)	(11)	0	0	0	0
Missouri ¹¹	285	910	256	820	262	840	280	900	352	1,130	282	700	7,800	10,090
Montana.....	957	2,488	857	2,228	875	2,275	947	2,462	850	2,200	1,605	3,648	2,091	4,901
Nebraska ¹²	1,708	4,323	1,696	4,309	1,692	4,364	1,874	4,831	2,834	7,010	3,952	9,394	4,561	10,463
Nevada.....	110	250	100	240	110	240	110	250	180	303	120	288	132	303
New Hampshire ¹³	197	582	204	598	261	766	279	803	341	977	357	998	848	916
New Jersey ¹⁴	10,000	22,000	8,900	20,500	8,800	21,000	9,400	22,600	10,602	24,154	10,876	24,477	11,191	25,030
New Mexico.....	0	0	0	0	0	0	0	0	771	2,202	1,321	3,901	1,508	4,846
New York.....	21,393	53,351	22,913	55,619	23,661	56,333	23,977	56,456	24,618	57,515	26,462	55,027	34,646	69,336
North Carolina ¹⁵	445	1,385	382	1,105	304	931	306	855	820	790	4,043	12,055	7,719	21,053
North Dakota.....	0	0	0	0	0	0	0	0	0	280	936	1,245	3,846	
Ohio ¹⁶	8,887	26,111	8,360	26,537	9,038	26,309	9,167	25,990	9,769	25,843	10,447	28,048	10,878	31,168
Oklahoma ¹⁶	2,100	4,800	1,300	2,900	1,700	3,700	1,900	4,200	9,837	23,626	13,834	32,219	15,241	35,190
Oregon.....	1,154	2,617	1,153	2,670	1,142	2,438	1,201	2,553	1,171	2,501	1,010	2,310	1,558	3,444
Pennsylvania ¹⁷	8,464	22,000	9,446	24,500	8,146	21,200	8,286	21,000	9,530	24,662	16,985	43,041	18,290	44,876
Rhode Island ¹⁸	455	1,464	464	1,487	513	1,694	559	1,784	600	1,500	856	2,443	1,041	2,836
South Carolina.....											1,619	4,869	4,083	12,086
South Dakota.....	1,566	3,888	1,700	4,123	1,672	3,955	1,847	4,390	1,746	4,126	1,766	4,761	1,830	4,400
Tennessee ¹⁹	187	490	230	600	241	630	251	650	248	645	6,692	19,263	9,939	26,762
Texas ¹⁹	335	870	312	810	297	770	281	730	307	800	221	580	125	275
Utah.....	730	1,890	586	1,520	1,135	2,950	809	2,100	1,771	4,687	2,514	6,148	2,935	7,807
Vermont ²⁰	133	341	174	421	204	461	213	474	348	789	336	762	363	1,105
Virginia ²⁰	27	110	58	232	101	413	120	464	110	476	110	476	790	2,634
Washington ²¹	3,100	6,700	2,940	6,430	2,762	6,110	2,702	5,980	5,818	11,799	6,455	13,621	5,788	13,040
West Virginia.....	650	2,090	390	1,250	100	320	0	0	0	0	5,290	15,882	5,940	17,183
Wisconsin.....	6,900	16,400	6,799	15,878	6,540	15,048	6,755	15,740	8,027	20,110	9,589	22,331	10,701	25,108
Wyoming.....	186	340	123	220	185	330	182	330	594	1,482	603	1,506	585	1,479

¹ Figures were either reported to or estimated by the Social Security Board; for 1932-35 they represent cases of families and children open on Dec. 31, unless otherwise specified; for 1936-38 they represent number of families and children for whom payments were made in December.

² Figures for 1932-35 do not include some recipients in Colorado and Louisiana, and figures for 1936-38 do not include appreciable numbers in Michigan and an unknown number in Nebraska.

³ A small number of children were cared for in their own homes, but the State had no aid to dependent children program until 1936.

⁴ Figures for 1932-35, which are for Denver County (Denver) only, represent the number receiving payments in December and probably represent about half the number of recipients in the State.

⁵ Figures for 1932-35 are for June 30.

⁶ Figures for 1932 reported as of Sept. 30.

⁷ Figures for 1934-35 represent the average monthly number of families and children aided.

⁸ Figures for 1932-35, which are for Caddo Parish (Shreveport) only, represent the number receiving payments in December. It is believed that the numbers of recipients in other parts of the State were very small.

⁹ Figures for 1935 were reported as of June 30. Figures for 1936-38 do not include appreciable numbers of recipients for whom payments were made through the county probate courts in certain counties under the mothers'-aid law.

¹⁰ Figures for 1932-35 are the number receiving aid in December.

¹¹ Payments were made the first 3 months of 1936, and Federal funds were used for February and March.

¹² Only Jackson County (Kansas City) and St. Louis City made payments in 1932-37; figures represent the number receiving payments in December.

¹³ Figures for 1936-38 do not include recipients of mothers'-aid payments from local funds administered under the State mothers'-pension law, since the amount of duplication between cases receiving both mothers' aid and aid to dependent children is unknown but is believed to be large.

¹⁴ Figures for 1932-37 include (1) recipients cared for under the act to provide home life for dependent children and (2) recipients legally committed to the care of the State Board of Children's Guardians who were placed with relatives enumerated under title IV of the Social Security Act. Figures for 1938 do not include the latter group.

¹⁵ Figures for 1932-35 do not include a small number of children aged 16 or over in whose behalf payments were made.

¹⁶ Figures for 1936-38 do not include a small number of recipients of payments from local funds administered under the mothers'-aid law.

¹⁷ Figures for 1932-35 are as of May 31.

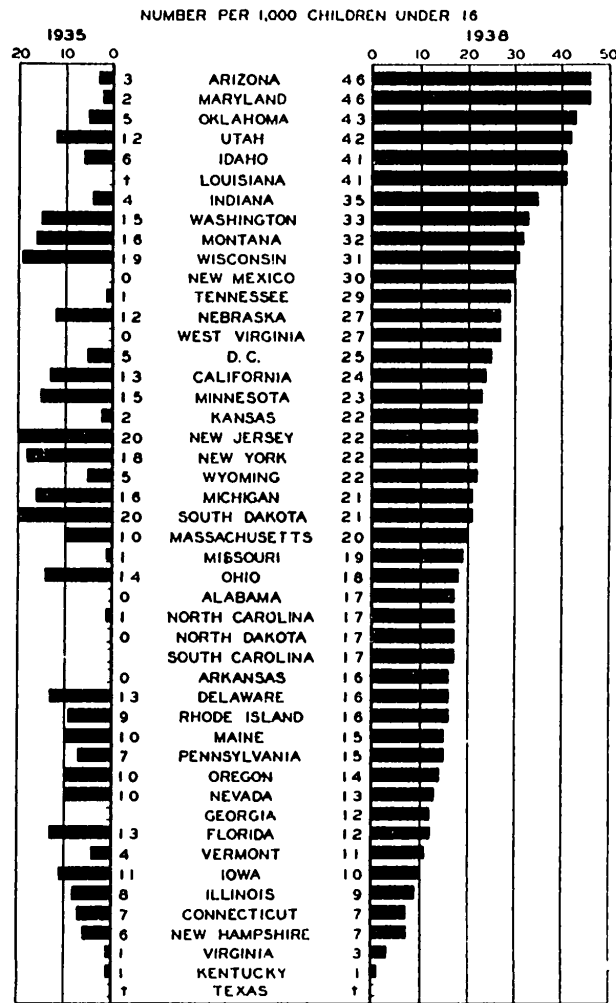
¹⁸ Only 2 counties, Shelby (Memphis) and Knox (Knoxville), made payments in 1932-36; figures represent the number receiving payments in December.

¹⁹ Only 2 counties, Harris (Houston) and Dallas (Dallas), made payments in 1932-37, and only Dallas County in 1938; figures represent the number receiving payments in December.

²⁰ Figures for 1934-36 are as of June 30.

²¹ Figures for 1933 cover 33 of the 39 counties and are as of various dates; for 1934 figures cover 38 counties and are as of June; for 1935 figures cover 36 counties and are as of August.

Chart IV.—Number of children in whose behalf payments for mothers' aid and for aid to dependent children were made in December 1938 and the number in whose behalf mothers'-aid payments were made in a specified month in 1935, per 1,000 population under 16 years of age (see tables 7 and 8)



no payments in any month of that year. In December 1938, in 6 States³³ the proportion of children granted aid was at least twice as large as the median for that month.

In 23 of the States making payments, the number of children granted aid in December 1938 per 1,000 population under 16 was less than the median of 20 per 1,000. Six³⁴ of the States included in this group did not administer Federal funds in December 1938, and in two—Florida and Virginia—payments from Federal funds were not made

³³ Arizona, Idaho, Louisiana, Maryland, Oklahoma, and Utah.

³⁴ Connecticut, Illinois, Iowa, Kentucky, Nevada, and Texas.

until September 1938. The 15 remaining States³⁵ had administered Federal funds for a year or more by December 1938, and of these States all but 4³⁶ granted aid to 15 or more children per 1,000 estimated population under 16.

Summary

The rapid expansion of the program for aid to dependent children in the country as a whole during the years 1936-38 stands in marked contrast to the relatively stable picture of mothers' aid in the preceding 4-year period from 1932 through 1935. The extension of the program during the last 3 years may be attributed primarily to the provision of Federal funds which elicited additional State and local funds. Furthermore, many States have broadened their laws by adopting a more inclusive definition of the term "dependent child," by liberalizing the amounts that may be granted to individual families, and by relaxing requirements relating to residence.

The number of States in which payments were made in behalf of dependent children in their own homes increased from 41 in 1935 to 48 in 1937 and 1938, and by the end of the latter year Federal funds were used in 41 States. More indicative of the expansion which has occurred since 1935 is the increase in the proportion of local units making payments for this type of assistance. In 1935 slightly more than half the total number of counties or other local administrative units in the continental United States made payments for mothers' aid, whereas in 1938 payments were made in almost nine-tenths of all local units.

Federal financial participation in the programs of most States for aid to dependent children and a substantial increase in the amount of State and local funds provided for this purpose raised total annual payments to recipients from about \$42 million in 1935 to more than \$97 million in 1938. The increases in the numbers of families and children aided paralleled the upward movement in total payments. At the close of 1935 mothers' aid was received by 117,000 families in behalf of 286,000 children. In December 1938 payments for aid to dependent children and mothers' aid were made to 280,000 families in behalf of 684,000 children.

³⁵ Alabama, Arkansas, Delaware, Georgia, Maine, Missouri, New Hampshire, North Carolina, North Dakota, Ohio, Oregon, Pennsylvania, Rhode Island, South Carolina, and Vermont.

³⁶ Georgia, New Hampshire, Oregon, and Vermont.

In considering the marked extension of the program for aid to dependent children in the country as a whole during the 3 years ended with 1938, it is essential to bear in mind that this development has been most uneven in individual States. If all States were to provide adequate assistance to all dependent children, considerable differences among the States in the number of children aided per 1,000 population under 16 years of age and in the amount spent per inhabitant for aid to dependent children still would exist. It is very unlikely, however, that the range in each of these rates would be as great as in those for 1938. In December the range in the number of children aided per 1,000 population under 16 years of age in the 48 States in which payments were made was from less than 1 to 46; and the range in the amount spent per inhabitant in 1938 for either aid to dependent children or mothers' aid was from less than 1 cent to \$2.05.

Furthermore, at the end of 1938, eight States were not administering Federal funds for aid to dependent children under the Social Security Act; in one of these States no aid was granted, and in two others the program was in operation on an extremely limited scale. In a number of States administering Federal funds for aid to dependent children, the development of the program has likewise been retarded by a shortage of State or State and local funds available for Federal matching. The Social Security Board has recognized that the one-third Federal matching ratio for aid to dependent children may have hampered the development of this program and has recommended³⁷ to the Congress that this ratio be increased to equal the one-half matching basis on which Federal grants for old-age assistance and aid to the blind are made.

³⁷ *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), pp. 4-10.

Table 8.—Number of children in whose behalf payments for mothers' aid and for aid to dependent children were made per 1,000 population under 16 years of age, by States, in a specified month in the years 1935-38¹

State	1935	1936	1937	1938
Median for States making payments.....	8	14	16	20
Alabama.....	0	16	15	17
Arizona.....	3	23	32	46
Arkansas.....	0	16	19	16
California.....	13	16	20	24
Colorado.....	(²)	20	29	34
Connecticut.....	7	7	8	7
Delaware.....	13	14	16	16
District of Columbia.....	5	29	29	25
Florida.....	13	12	12	12
Georgia.....			8	12
Idaho.....	6	27	35	41
Illinois.....	8	7	9	9
Indiana.....	4	6	27	35
Iowa.....	11	10	10	10
Kansas.....	2	1	13	22
Kentucky.....	1	1	1	1
Louisiana.....	(³)	23	33	41
Maine.....	10	14	14	15
Maryland.....	2	31	40	46
Massachusetts.....	10	12	16	20
Michigan.....	16	14	20	21
Minnesota.....	15	17	16	23
Mississippi.....	0	0	0	0
Missouri.....	1	1	1	19
Montana.....	16	14	25	32
Nebraska.....	12	18	24	27
Nevada.....	10	13	12	13
New Hampshire.....	6	7	8	7
New Jersey.....	20	21	22	22
New Mexico.....	0	15	26	30
New York.....	16	18	18	22
North Carolina.....	1	1	9	17
North Dakota.....	0	0	4	17
Ohio.....	14	14	16	16
Oklahoma.....	5	23	39	43
Oregon.....	10	10	10	14
Pennsylvania.....	7	8	15	15
Rhode Island.....	9	8	13	16
South Carolina.....			7	17
South Dakota.....	20	19	22	21
Tennessee.....	1	1	21	29
Texas.....	(⁴)	(⁵)	(⁶)	(⁷)
Utah.....	12	26	35	42
Vermont.....	4	7	7	11
Virginia.....	1	(⁸)	(⁹)	8
Washington.....	15	29	35	33
West Virginia.....	0	0	24	27
Wisconsin.....	19	24	27	31
Wyoming.....	5	21	22	22

¹ Rates based on number of children shown in table 7 and on population under 16 years of age estimated by the Social Security Board with the advice of the U. S. Bureau of the Census, as of July 1 of each year. For months to which rates apply see footnotes to table 7.

² Does not include Colorado.

³ Includes some children aged 16 or over.

⁴ See table 7, footnote 4.

⁵ Less than 1 child per 1,000.

⁶ See table 7, footnote 10.

⁷ See table 7, footnote 14.

⁸ See table 7, footnote 17.