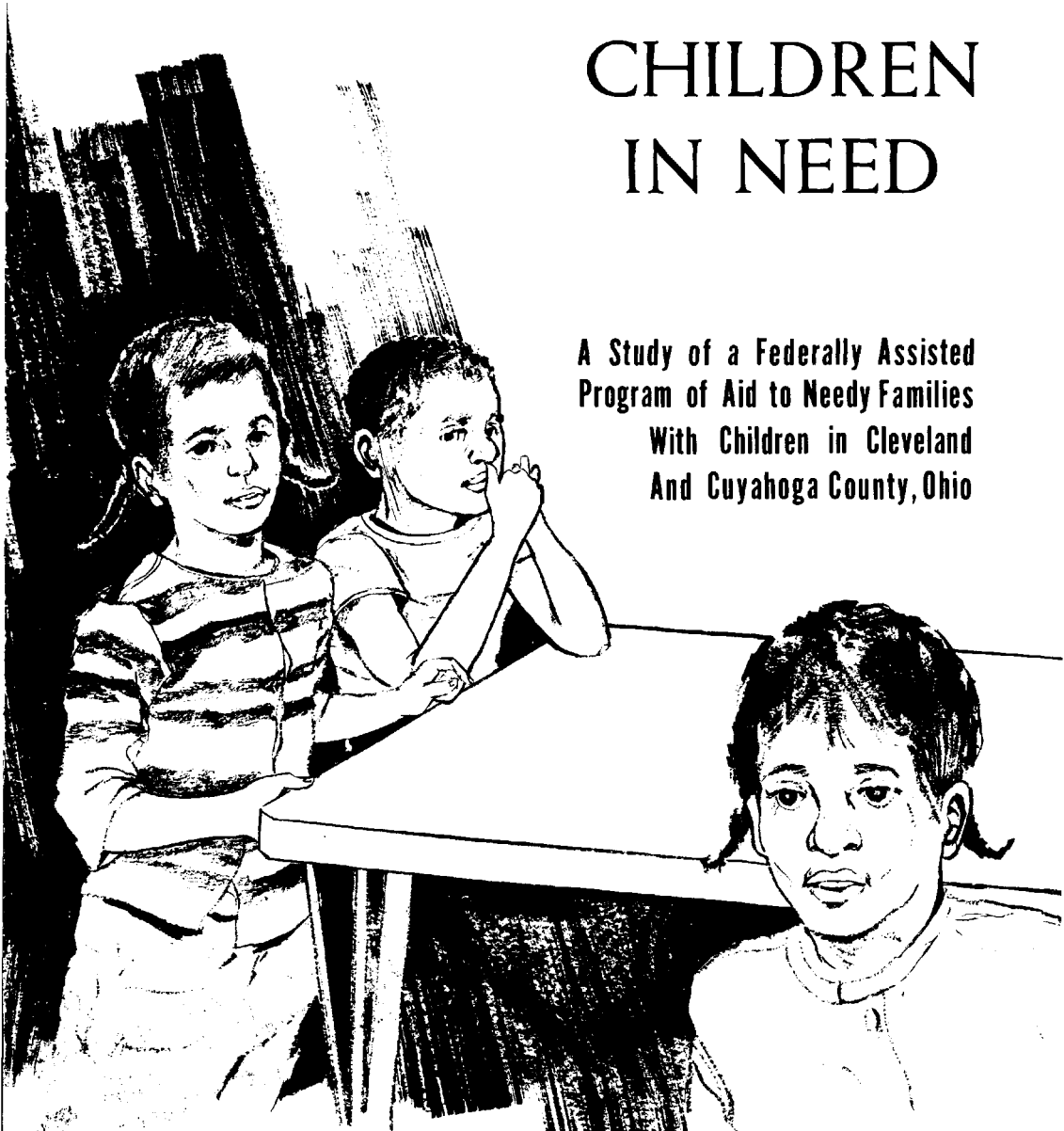


CHILDREN IN NEED

A Study of a Federally Assisted
Program of Aid to Needy Families
With Children in Cleveland
And Cuyahoga County, Ohio



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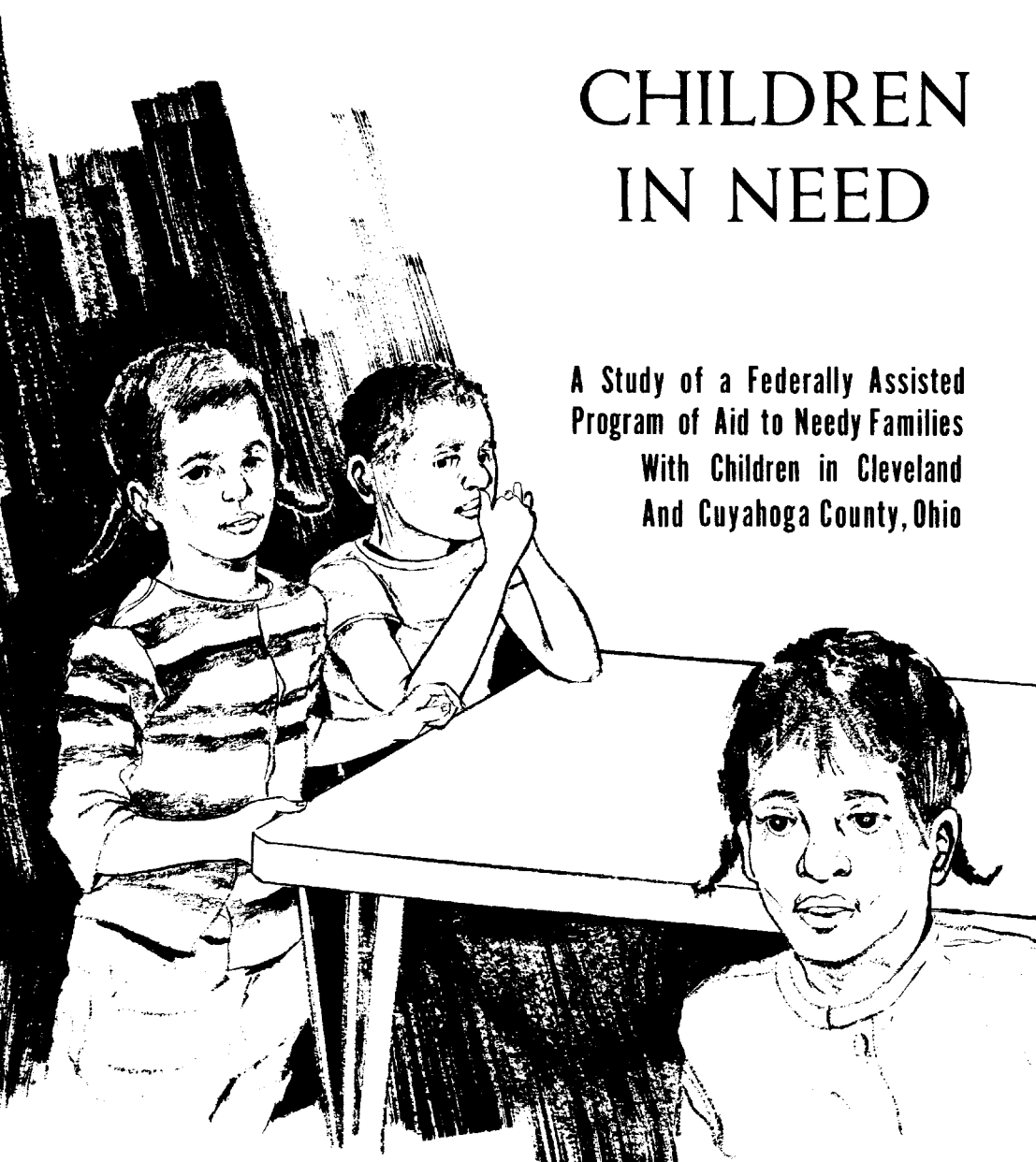
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UNITED STATES COMMISSION ON CIVIL RIGHTS

1966

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The U.S. Commission on Civil Rights is a temporary, independent, bipartisan agency established by the Congress in 1957 to:

- investigate complaints alleging that citizens are being deprived of their right to vote by reason of their race, color, religion, or national origin;
- study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution;
- appraise Federal laws and policies with respect to equal protection of the laws;
- serve as a national clearinghouse for civil rights information;
- investigate allegations of vote fraud; and
- submit interim reports and a final and comprehensive report of its activities, findings, and recommendations to the President and the Congress.

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WILLIAM L. TAYLOR, Staff Director

LETTER OF TRANSMITTAL

THE U.S. COMMISSION ON CIVIL RIGHTS,
Washington, D.C., December 23, 1966.

THE PRESIDENT

THE PRESIDENT OF THE SENATE

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES

SIRS: The U.S. Commission on Civil Rights presents this report pursuant to Public Law 85-315, as amended.

This report is a study of aid and services to needy families with children, a federally assisted program available to the residents of the city of Cleveland and Cuyahoga County, Ohio. Negroes are the majority of the participants in the program. The Commission's study indicates a need for corrective action.

We urge your consideration of the facts presented and of our recommendations for corrective action.

Respectfully yours,

JOHN A. HANNAH, *Chairman*
EUGENE PATTERSON, *Vice Chairman*
FRANKIE M. FREEMAN
ERWIN N. GRISWOLD
REV. THEODORE M. HESBURGH, C.S.C.
ROBERT S. RANKIN

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. . . Americans today enjoy the highest standard of living in the history of mankind. But for nearly a fifth of our fellow citizens, this is a hollow achievement. They often live without hope, below minimum standards of decency.

. . . We cannot and need not wait for the gradual growth of the economy to lift this forgotten fifth of our Nation above the poverty line . . .

PRESIDENT LYNDON B. JOHNSON,
January 20, 1964.

Introduction

Each month Mrs. Alice Aarons receives a check for \$158 from the Cuyahoga County (Ohio) Welfare Department. This ADC* check must be used to purchase food, shelter, and other necessities for Mrs. Aarons and her three children. Mrs. Aarons would prefer to work rather than receive ADC benefits but she has been unable to find a job.

On the 10th day of each month, Mrs. Carolyn King receives a check for \$269, the amount the Cuyahoga County Welfare Department allows her for the maintenance of her nine children. Mrs. King cannot afford to hire a babysitter so that she can look for work. With her limited education, she does not feel she can find employment paying enough to cover the cost of child care for nine children and leave an amount equal to her ADC payment.

On the same day of the month, Mrs. Evaline McCreary gets an ADC check for \$200 for the care of her six children. Mrs. McCreary would rather work than receive ADC payments. Although trained as a geriatric nurse's aide, she is unable to work since her youngest child is only 6 months old.

Mrs. Rose Thomas, mother of three children, gets a monthly ADC check for \$165.** Mrs. Thomas has passed the Ohio State Employment Service's qualifying examination for practical nurse training but has not been referred for training.

Mrs. Ella M. Kershaw, another mother of three children, gets an ADC check for \$170.** Mrs. Kershaw spoke with her caseworker about obtaining additional training. Her caseworker promised to refer her to the Economic Opportunity School, but she has heard nothing from either her caseworker or the school.

The ADC payments received by these mothers are used to pay for food, clothing, housing, utilities, and other necessities for their children. The checks are their only income in a State which has established \$224 per month as the amount needed by a family of four—a mother and three children—to maintain a minimum level of health and decency.

The statements above are based on testimony received by the Commission at its hearing in Cleveland, Ohio, April 1-7, 1966.¹

During the latter part of 1965 and the early part of 1966, the U.S. Commission on Civil Rights conducted a study to determine some

*The program of aid and services to needy families with children is referred to in this report as ADC.

**ADC families of the same size in Cleveland and Cuyahoga County might receive different welfare payments depending on whether there were earnings from employment which were deducted and on the amount of rent actually paid for housing in relation to the maximum allowable for the number of rooms occupied.

of the major barriers to equality of opportunity and achievement for Negroes residing in Cleveland, Ohio. The study included education, housing, employment, welfare, public services, and police-community relations. The staff investigations began in the fall of 1965 and the Commission held a 5-day hearing in Cleveland in April 1966.

The Commission's staff investigation and public hearing in Cleveland were part of its examination of civil rights problems in northern urban centers. In this national study, the Commission is examining the social and economic handicaps as well as the legal denials which prevent access to equal opportunity.

The nature of the problems faced by the Negro poor of Cleveland was revealed through the testimony of individuals who live in the city's low income neighborhoods and of government officials and other citizens familiar with those problems. The Commission obtained a firsthand view of life in the ghetto by holding the first three days of the hearing in the Liberty Hill Baptist Church in the Hough area.

Cleveland's ghetto, Hough, is not unique nor the worst in the country. It is a world unto itself and consists almost entirely of one race—the Negro—and one economic group—the poor. Those who live there often feel there is no escape.

About 43 percent of the 276,000 Negroes living in the city of Cleveland in 1965 resided in five areas—Hough, Central, Central West, Central East, and Kinsman. In each of these predominantly Negro areas, at least 25 percent of the housing was substandard; at least one-fourth of the families had total incomes below \$3,000 in 1960; the male unemployment rate in 1960 ranged from 9 to 18 percent as against a citywide rate of 7.6 percent; and at least one-fourth of the adults had less than an eighth grade education. These five areas accounted for nearly two-thirds of all the city's ADC cases.²

The ADC program in Cleveland has a great impact on the lives and futures of a substantial number of Negroes in that city. In January 1966, there were 37,489 Negro participants in the program.³ They represented 87 percent of all participants in the program.

This study of the ADC program is an examination of one of the several federally assisted programs available to the residents of Cleveland and Cuyahoga County, Ohio. This report deals with the situation as it existed immediately prior to and during the Commission's April hearing.

The Commission examined the adequacy of actual payments and other benefits under the program against a background of various standards set by the State of Ohio for participants in the program, the level of payments in other welfare programs, and the minimum level of health and decency established by other studies and programs.

The Commission was interested also in evaluating the impact of certain administrative policies and practices on the accomplishment of the goals of the ADC program.

The Commission was assisted in the preparation of this report by Federal officials, officials of the Ohio Department of Public Welfare and the Cuyahoga County Welfare Department, members of the

professional social work community, and other interested parties in Cleveland and Columbus, Ohio.

The program recipients who testified at the hearing or otherwise answered questions of staff members helped the Commission to obtain a fresh and direct view of the program.

Walter B. Lewis, Director of the Commission's Federal Programs Division, and Marian P. Yankauer, former Deputy Director of the Division, supervised Dr. Moses Lukaczer in the necessary investigations and in the preparation of this report.

The Federal AFDC Program

The program of aid and services to needy families with children (AFDC) is a federally assisted welfare program created by the Social Security Act of 1935.⁴ In Ohio this program is known as ADC. The program is designed to assist in providing needy children with financial assistance; to encourage the care of dependent children in their own homes or in the homes of relatives, in approved foster family homes, or child care institutions; to help such families attain the maximum of self-support and independence consistent with maintenance of continuing parental care and protection; and to strengthen family life. The program provides money payments and medical and remedial care for a dependent child and the parent or relative with whom such a child is living.

A dependent child, within the meaning of the act, is a needy child deprived of parental care or support by reason of the death, continued absence from the home, or physical or mental incapacity of a parent and who is living with a parent or with a specified relative. The child must be under the age of 18 or a student under 21 regularly attending a school, college or university, or a course of vocational or technical training designed to prepare him for gainful employment. Children placed in a foster family home or a child care institution may also qualify as dependent needy children.

The unemployment of a parent which deprives a child of parental support or care may also qualify a needy child as dependent under the aid to needy families with children with unemployed parents program (AFDC-U). (This program is known as ADC-U in Ohio and is referred to hereinafter in this report as ADC-U.) The ADC-U program is separate and distinct from the regular ADC program. The presence of the father in the home does not preclude a family from qualifying for the ADC program if the father is "physically or mentally incapacitated". In contrast, the father in an ADC-U family must be either willing to accept employment offered or to undergo retraining, if offered.

Federal funds allocated to the ADC program vary from State to State according to a formula established by Congress which includes, among other factors, the average per capita income of the State. In States where the average monthly payment per recipient is at least \$32, the Federal contribution varies from \$22 to \$24. Since Ohio is not a low per capita income State, it receives a Federal contribution of \$22 per month per ADC recipient. In many States, the average payment per recipient is less than \$32, and the Federal contribution is, therefore, less than \$22. Federal funds are also available to pay

for 75 percent of the cost of providing certain preventive and rehabilitative services, 75 percent of the cost of staff training, and 50 percent of other costs of State and local administration.⁵

The Federal Government does not specify a minimum standard or level of living to be used by States in administering ADC or other public assistance programs. Each State is responsible for defining the level of living at which people are identified as "needy persons" in relation to each of its federally financed public assistance programs, including ADC. The State also has the responsibility for determining the amount of assistance people are to receive.⁶

Before Federal payments may be made to a State for aid and services to needy families with children, a State plan must be submitted to and approved by the Secretary of Health, Education, and Welfare. In developing its plan, a State must enact the necessary legislation for the administration and financing of the program. Thus, a State must designate the single State agency responsible for the administration of the program; determine the statewide organization (whether the program is to be State-administered or locally administered with State supervision); determine the financing (whether the State's share is to be financed wholly by the State or in part with local funds and the source of revenues); determine the amount of money to be made available, the level of assistance payments, and the scope of coverage of the program; and establish the methods necessary for proper and efficient administration.

Food Stamp Program

A supportive program available to ADC recipients is the food stamp program⁷—a fully federally financed program designed to assist eligible persons to obtain more nearly nutritionally adequate diets through the issuance of a coupon allotment which has a greater monetary value than the cash outlay for the coupons. Persons participating in federally aided programs under the Social Security Act, persons on State or local public assistance, or persons of low income according to approved State standards are eligible to participate in the food stamp program.⁸ The law provides that participating States shall not decrease welfare grants or other similar aid extended to any person as a consequence of such person's participation in benefits made available under the food stamp program. Participation on the part of ADC recipients is voluntary.⁹ The Ohio Department of Public Welfare administers the food stamp program through county welfare departments.

ADC Program in Cuyahoga County, Ohio

The ADC program in Ohio is county-administered and is subject to Federal rules and supervision. The program for Cleveland as well as the rest of Cuyahoga County is administered by the Cuyahoga County Welfare Department. This Department also administers four other public assistance programs financed by the Federal Government. These are: ADC-U, aid to the blind (AB), aid to the permanently and totally disabled (called AFD in Ohio), and old age assistance (called AA in Ohio).^{10 *}

Among the federally financed programs administered by the Cuyahoga County Welfare Department, ADC is the largest in terms of cases, recipients, and benefit payments. In January 1966 there were 42,954 persons enrolled in the ADC program. More than three-fourths of those enrolled were children, of whom about 88 percent were Negro. The remaining persons in the program were "care-takers," usually a mother or a relative with whom the child was living.¹¹ To be eligible for the ADC program in January 1966, a family of four had to have a monthly income of less than \$170. In January 1965, the comparable amount was \$165.¹²

In January 1966, cash assistance to ADC recipients in Cuyahoga County totaled about \$1.5 million.¹³

The Ohio State Code requires that the amount of aid payable in the ADC program ". . . shall be sufficient to provide support and care requisite for health and decency . . ." ¹⁴ In 1959 the Ohio Department of Public Welfare prepared a standard budget on the basis of which cash payments in the public assistance programs, including ADC, were to be determined. The Ohio standard budget included these components: food, clothing, personal care, household supplies, utilities (including fuel), and shelter. Age, sex, size of family, and degree of activity of family members also were taken into consideration. The specific components listed were priced as of 1959 and a dollar value of \$200.95 for a family of four was adopted. The dollar value was raised to \$216 in 1963 and to \$224 in January 1966 for a family of four.¹⁵ In other words, the amount of cash payment that Ohio determined to be sufficient to provide an ADC family of four support and care requisite for health and decency was \$200.95 in 1960, \$216 in 1963, and \$224 in January 1966.

Cash Payment vs. State Standard

The cash payment which a Cuyahoga County ADC family of four has received and receives now is a substantially deteriorated version of the health and decency standard established in 1959.

*In this report the last three programs are referred to, respectively, as AB, AFD, and AA.

The actual payment has never been equal to 100 percent of the Ohio standard. In 1960 when the standard was \$200.95, an ADC family of four received \$170.81; in 1963 when the standard was \$216, a family of four received \$164; and in January 1966, when the standard was \$224, an ADC family of four received \$170.¹⁶

Thus, the actual ADC payment for a family of four in January 1966, was 81 cents less than it was six years earlier despite the fact that the State standard increased by \$23.05 during the same period. The Cuyahoga County Welfare Department estimated that between 1960 and 1966 the cost of living for welfare families in the county increased approximately 11 percent.¹⁷ A Cuyahoga County ADC family of four has steadily lost ground since 1960 because the gap between the Ohio standard and the cash payment has widened. In 1960 the cash payment was 85 percent of the standard; in 1966 the cash payment had fallen to 76 percent of the standard.¹⁸

The cash payment has deteriorated substantially for another reason. The 1959 standard was differentiated by age¹⁹ and sex, as well as the size of the family and the activity of its members. These differentiations, except for the size of the family, were eliminated in 1963 with the result that the sensitivity of the payment to family needs was blunted. A flat allowance is now the rule. All families of four receive an identical allowance for food, clothing, personal care, and household supplies without regard to whether the children are teenagers or not. In averaging the differentiations into a flat allowance, Ohio appeared to assume that all children in the caseload were between 6 and 8 years of age. For families whose children were older, the flat allowance worked out disadvantageously. For families whose children were younger, the flat allowance provided a slight advantage.²⁰

State and County Contributions

The gap between cash payments and the State standard is attributable primarily to the failure of contributions from locally levied taxes to keep pace with an increasing caseload and the failure of the State of Ohio either to appropriate funds sufficient to make up the deficit or to insist that county contributions meet needs.

The Federal Government does not set a minimum or a maximum limit to the appropriations a State legislature or a county government may make to help finance public assistance programs.

State funds appropriated by the Ohio Legislature for the ADC program are apportioned among the counties according to the ratio of the number of children under 16 years of age in each county to the total number of such children in the State.²¹

Each Ohio county is required by State law to appropriate from local tax revenues for the ADC program not less than the yield from a levy of fifteen one-hundredths of 1 mill on each dollar of the general tax list of the county.²² Boards of County Commissioners may appropriate funds to pay more than this minimum. The Cuyahoga County levy for welfare is 2 mills.

In 1965 a net total of \$19.3 million was expended for the ADC program in Cuyahoga County. Four and one-half percent, \$863,000, represented county funds from locally levied taxes and 95½ percent, or about \$18.4 million, was accounted for by the combined Federal-State funds.²³

Between 1960 and 1965 the amount of revenue yielded by locally levied taxes expended on the ADC program in Cuyahoga County rose 4½ percent, with some variation during the period. The expenditures on this program from locally levied taxes have not kept pace with the increase in the number of cases or the number of persons in the ADC program. During the 1960-65 period the ADC caseload rose more than 109 percent, and the number of recipients rose more than 105 percent. The county's contribution per ADC family declined by 50 percent from an average of \$175.97 in 1960 to \$87.82 in 1965. The contribution per person declined by 51 percent from an average of \$41.76 in 1960 to \$21.25 in 1965.²⁴

The average expenditure per ADC family and per person in the ADC program from all sources, State and Federal, as well as county, increased between 1960 and 1965. The reason for this is that the expenditures from State and Federal funds increased relatively faster than the number of families and the number of persons.²⁵ This was not the situation respecting county revenues from locally levied taxes. The expenditure figures discussed here are averages which cover ADC families of all sizes and are not confined to a family of four. Also, the expenditures are not confined to cash payments but include payments for services rendered ADC recipients. It is clear that while total expenditures on the ADC program in Cuyahoga County increased, they did not increase fast enough to permit cash payments to equal the State standard.

Cuyahoga County's contribution of local taxes to the expenditures for the program of aid to the blind has more than kept pace with the increase in the number of recipients. In this program the number of cases is synonymous with the number of persons. As a result, the county's contribution rose from \$51.72 per recipient in 1960 to \$122.93 per recipient in 1965 for a 138 percent increase.²⁶

During the Commission's consideration of the ADC program at the hearing, Clarence J. Yaeger, retired Assistant Director of the Cuyahoga County Welfare Department, agreed with Commissioner Erwin N. Griswold that the owner of a Cuyahoga County home assessed at \$30,000 would pay only \$4.50 in county taxes for the ADC program.²⁷ This exchange occurred:

Commissioner GRISWOLD. I am saying that the tax payments in Cuyahoga County for welfare are extremely low. Is that a fair statement?

Mr. YAEGER. That is a fair statement.²⁸

The following exchange occurred between Howard A. Glickstein, the Commission's General Counsel, and Dr. Denver L. White, Director of the Ohio Department of Public Welfare:

Mr. GLICKSTEIN. Under the present formula . . . the \$22 is the maximum amount that Ohio could receive from the Federal Government. Is that correct?

Dr. WHITE. That is right.

Mr. GLICKSTEIN. Could Ohio, if it wanted to, contribute more than \$10?

Dr. WHITE. Yes, it could, sir.

Mr. GLICKSTEIN. And it could, therefore, bring the payment closer to the 1959 standard?

Dr. WHITE. That is right. The State could and, of course, the counties could increase their appropriation above the fifteen one-hundredths of a mill.²⁹

Ohio's Standard of Need as Compared With Other States

As indicated earlier, each State defines the level of living it will use to determine the eligibility of "needy persons" to participate in ADC and other federally financed public assistance programs.

In Ohio in January 1965, a family of four with a monthly income of less than \$165 was considered "needy" and thus eligible for the State's ADC program. By contrast, a family of four in New York State with a monthly income of less than \$256 or a Michigan family of four whose monthly income was less than \$223 was eligible for ADC program benefits in those States.³⁰ The fact that Ohio ranked 16th among 17 selected political jurisdictions in January 1965 in a comparison of dollar amounts used to determine eligibility of families for the ADC program was not a reflection of the State's general economic condition, because at the same time it ranked 8th in per capita personal income when compared with the same States.³¹

Among 11 States and the District of Columbia which are closer geographically to Ohio, Ohio stands 10th in terms of the amount used for determining eligibility, but 7th in terms of per capita personal income.³²

Nationally, Ohio ranks 42d among the States and the District of Columbia in terms of dollar amounts used for determining ADC eligibility for a family of four. In other words, the income for a family of four has to be lower in Ohio than in 41 other States and the District of Columbia before a family can qualify for ADC. Yet Ohio ranks 13th among the States in per capita personal income.³³

Relationship of ADC Cash Payment to Other Indexes of Need

Comparison With Federal Index of Poverty

It is instructive to view the payment to an ADC family of four in Cuyahoga County in the context of the widely applied Federal index of poverty.³⁴

A nonfarm family of four with a female head needed \$3,115 a year in January 1964³⁵ to afford even the minimal economy diet that could be expected to provide adequate nutrition and still have enough remaining to pay for other living essentials. As of January 1966 an ADC family of four in Cuyahoga County received, on a 12-month basis, about \$2,203 in cash payments and cost of medical care. This was only 71 percent of the Federal poverty level.³⁶

Even if the average food stamp bonus for ADC families of four in January 1966 is added, on a 12-month basis, to the sum of \$2,203, the new total would be about 20 percent below the poverty level.³⁷

Comparison With Labor Department's City Worker's Budget

An impression can also be gained of the inadequacy of the ADC payment by comparing the gap which separates the dollar amount for food and other nonshelter items covered by the cash payment to an ADC family of four and the amount needed to reach an adequate but modest American standard of living in respect to these items.³⁸ In the autumn of 1959 the U.S. Department of Labor estimated that the annual cost for food at home, for clothing, and for personal care in the city of Cleveland totaled \$2,068.³⁹ The average cash payment for an ADC family of four in 1960 for food, clothing, personal care, and household supplies was \$69.64 per month or, on a 12-month basis, \$835.80.⁴⁰ Consequently, an ADC family of four in Cleveland received only about 41 percent of what the Department of Labor estimated was needed by a family of four to maintain an adequate but modest level of living in that city.⁴¹

Development of ADC Cash Payment Compared With Other Ohio Welfare Programs

The cash payments in the AB, AFD, and AA programs in Cuyahoga County began at or near 100 percent of the State standard in the 1960-66 period while the monthly benefit in the ADC program has never been 100 percent of the standard.⁴²

The monthly payment to an ADC family of four began at about \$171 in January 1960, was reduced to about \$141 in October 1960, and was increased gradually to \$170 in January 1966. During this period, the payment to this family ranged between 70 and 85 percent of the standard, the ratio for most of the period being less than 80 percent. The 1966 payment is about 76 percent of the standard.⁴³

A single recipient in the aid to the aged program received \$104 monthly in 1960 and \$110 in January 1966. These payments represented, throughout the period, 100 percent of the standard for this program.⁴⁴ A single recipient in the aid to the blind program received a payment of about \$100 in 1960 and in January 1966 received \$107. These payments, too, represented throughout the period 100 percent of the standard.⁴⁵

In the aid to the disabled program the single recipient fared less well than a recipient in the AA or AB program because his payment started at \$96, dropped to \$93, and in January 1966 was raised back to \$96. These payments ranged between about 93 and 96 percent of the standard during the period.⁴⁶ In these three programs, the benefits are received by a single person.

The Federal formula for assistance to the aged, blind, and disabled is more generous than that for dependent children. Federal assistance to ADC is confined to \$22 of the first \$32 in Ohio. There is no Federal support for ADC payments above \$32. In the AA, AB, and AFD programs, Federal support begins with \$31 of the first \$37 and includes, in addition, a proportion of the next \$38, up to a maximum of \$75.⁴⁷ Although Ohio pays varying percentages of the State standard in its several federally assisted welfare programs, this is not dictated by Federal law.

The impact of this difference in treatment was largely upon Negroes who make up a much smaller proportion of the recipients of the AA, AB, and AFD programs than of the ADC program. Also, ADC beneficiaries primarily are children whereas in the other programs the recipients are usually adults.⁴⁸

The reasons for the differences are not entirely clear. One welfare official suggested that they may be accounted for by the general public's view that ADC fosters desertion, absence of the father, and unmarried motherhood.⁴⁹

Problems Faced by ADC Mothers

The testimony of ADC mothers during the Cleveland hearing graphically revealed the difficulties their families faced.

Food

The Commission heard testimony that the money which remained from the ADC check, after the payment of rent, was not enough, even with the bonus provided by the food stamp program, to enable ADC mothers to provide an adequate diet for their families. Food supplies appeared to last no longer than three weeks after the receipt of the check on the 10th of the month. Then the family's diet had to be altered accordingly.

Mrs. Alice Aarons, an ADC mother, testified that she was unable to feed her family adequately when her month's food supply, purchased with food stamps, became exhausted after two or three weeks.

Mr. GLICKSTEIN. Do you have to alter your menu?

Mrs. AARONS. Yes, you do.

Mr. GLICKSTEIN. What do you do to cut back?

Mrs. AARONS. Well, you go back to old basics of potatoes or make biscuits and grits and staples like that, that you keep generally.⁵⁰

When Mrs. Carole King, another ADC mother, was asked if she was able to provide an adequate diet for her children after her food stamps were exhausted, she responded: "No."

Mr. GLICKSTEIN. You have had to cut down?

Mrs. KING. Yes; even milk which is so essential to a child's diet has to go.

Mr. GLICKSTEIN. Do you give them a substitute for milk?

Mrs. KING. Sometimes you can't even afford the substitute.⁵¹

Family heads—mothers—testified that the inadequacy of ADC payments caused them to borrow money and food. They stated that they knew other mothers who worked part time without reporting it for fear of losing ADC benefits. Payments of other obligations were postponed. Certain necessary items, such as soap, detergents, cleaning powders, and other household articles, could not be purchased with food stamps and, thus, the small amount of cash that remained in the home, after the payment of rent and the cash outlay for food stamps, had to be drawn upon for this purpose.

Mr. GLICKSTEIN. How are you able to make ends meet, Mrs. [Hattie Mae] Dugan, on the payments that you receive?

Mrs. DUGAN. On the payments that I receive, I owe out every month from \$10 to \$15 of my check in order to make ends meet . . .⁵²

The food stamp program is intended to provide assistance above the minimum established by a State rather than to help a State meet its own standard. The food stamp bonus should not be added, therefore, to the cash payment to determine if a State is meeting its standard ADC benefit payment. This fact was recognized and emphasized by the Cuyahoga County Welfare Department in its April 1964 report on the county's food stamp program: "The reader is cautioned that this [the food stamp program] is a food program. It does not take the place of inadequate or low, reduced assistance and relief allowances."⁵³

It was evident from the testimony of ADC mothers that without the bonus provided by the food stamp program the situation of ADC families in Cleveland would be worse. It is this federally financed program which helps Ohio make up for the deficiency it created by failing to provide a payment equal to 100 percent of its own standard for health and decency.

The drastic effect which the shrinkage in the cash payment available for nonshelter items, primarily food, had on the ADC family of four may be seen in other ways. In January 1960 this family received \$82.21 per month for food and other nonshelter expenses, or 48 percent of the total allowance. In January 1966 the amount available for food and other nonshelter expenses had been reduced to \$80 which represented 47 percent of the total allowance.⁵⁴ It was during this period that the cost of living for welfare families in Cuyahoga County increased about 11 percent.

Sometime after December 1963, the Nutrition Association of Greater Cleveland reported that its study of the food intake of 100 Cleveland families on ADC or poor relief⁵⁵ revealed that the diet of 70 percent of the ADC families and 91.5 percent of the poor relief families was substandard. According to the same study, 84 percent of the Negro families and 61 percent of the white families included in the sample were on a substandard diet. With regard to the children of the ADC families in the sample, 72.5 percent were found to be on a substandard diet, and 90.4 percent of the children in the poor relief families were on such a diet.

Although the 1959 Ohio budget standard is referred to frequently as a minimum adequate standard of health and decency, it does, in fact, have certain limitations. The food component is based on a low-cost food plan developed by the U.S. Department of Agriculture in 1959. While the plan is nutritionally adequate, it is based on the assumption that the homemaker is skillful in buying food at economical prices, in choosing foods that would result in achieving nutritionally adequate meals, and in preparing the food in an attractive manner so that it would be eaten.

The mothers who manage ADC families may not be able to purchase in quantity and may depend on neighborhood grocery stores which customarily sell at relatively high prices. The U.S. Department of Labor in February 1966 conducted a study of the prices charged by food stores located in low income areas and by those located

in higher income areas in six large cities.⁵⁶ Although Cleveland was not included among the cities studied, the following findings of the Labor Department are relevant to the Commission's Cleveland study:

1. Prices are usually higher . . . in the small independent stores which are most common in low income neighborhoods than in large independents and chain stores which predominate in the higher income areas.
2. . . . Patrons in low income area stores [tend] to purchase certain items in smaller sizes at higher unit costs than those in higher income area stores.
3. Stores located in low income areas tend to be somewhat less orderly and clean than those located in higher income areas, and meats and produce do not appear as fresh.⁵⁷

Clothing

ADC mothers testified that the ADC payment is not adequate to allow the purchase of clothes for children and, therefore, they must often rely on the generosity of others. An ADC family in Cuyahoga County is authorized a \$5 clothing allowance for each child in September. One ADC mother said:

Mostly I go around asking people if they know anybody who has clothes to fit my child. This is how I get clothes for my children.⁵⁸

The Commission heard testimony that children have been kept home from school because they lacked adequate clothing. A child who does not have tennis shoes or gym trunks may not be allowed to complete the physical education course, an ADC mother testified.

The following testimony illustrated the inadequacy of the clothing allowance:

Mr. GLICKSTEIN. How do you clothe your children?

Mrs. ELLA KERSHAW. In the summertime I buy them whatever they are going to use and they have to use it all year long.

Mr. GLICKSTEIN. Have you ever had to keep your children out of school in cold weather because they didn't have adequate clothing?

Mrs. KERSHAW. Yes; I have kept one of my daughters out on account of shoes. She is hard on shoes and she didn't have any, so I couldn't send her out in the snow without shoes.

Mr. GLICKSTEIN. Did she miss school for a few days?

Mrs. KERSHAW. Yes.⁵⁹

* * * * *

Mr. GLICKSTEIN. Mrs. McCreary, do you have enough money to pay the school expenses for your children?

Mrs. EVALINE MCCREARY. No, I don't because my boy don't have no gym clothes to go to school to play gym and last week they put my girl out of school because I didn't have a dollar to buy a birth certificate.

Mr. GLICKSTEIN. What does your son do if he doesn't have gym clothes?

Mrs. MCCREARY. He stands on the sidelines.

Mr. GLICKSTEIN. The school doesn't provide him with the gym clothes?

Mrs. MCCREARY. No, it doesn't.⁶⁰

There is no ADC allowance for school supplies.

The allowance for clothing in the 1959 standard was essentially for

replacements because the State assumed the family had a supply of clothing at the time it applied for assistance.⁶¹

Housing

ADC mothers testified about the deteriorated conditions of the housing many were forced to occupy. Mrs. Hattie Mae Dugan said the drain of her kitchen sink was clogged; the kitchen light fixture was about to fall; she could not take a bath because it took 3 to 5 days for the water to drain from the bathtub. She also testified that her apartment and nearby vacant lots were infested with rats.⁶² "The kids they play with rats like a child would play with a dog or something. They chase them around the house and things like this."⁶³ In one apartment where she had lived, Mrs. Dugan said, "the rats got in the bed with me. . . ."⁶⁴ The Commission heard additional testimony on the subject of poor housing conditions.

Mr. GLICKSTEIN. Mrs. [Allie] Anderson, would you tell the Commissioners why you keep trying to find a better apartment?

Mrs. ANDERSON. I don't see any sense in paying \$80 to \$90 a month for four to five rooms and they are in such condition where you have to have a lamp in every room. Every time I got ready to wash my face in the face bowl, we have to plunge it down. The commode was overflowing all the time and so was the tub. The tub was in such condition so you couldn't just wash it. You had to wash it two or three times to get it clean.⁶⁵

Several ADC mothers testified that they lived in substandard housing. The Cuyahoga County Welfare Department does not assume the responsibility for obtaining standard and decent housing for recipients. An official of the department reported that if the department found an ADC family living in substandard housing quarters, this fact was reported to the housing division of the city of Cleveland. The department would not take the initiative to see to it that appropriate repairs were made or, failing that, to find quarters which met a reasonable housing standard and help to move the ADC family into them.⁶⁶

Commissioner Hesburgh questioned another ADC recipient as follows:

Commissioner HESBURGH. . . . Is there anything else you would suggest as an improvement to the welfare system the way it works now?

Mrs. KERSHAW. Well, there should be a raise [in the payment] because you cannot live on the money. Food prices are high, clothing is high, and in Ohio you have to pay taxes on clothes. You just can't do all those things out of the payment they give you every month.

Commissioner HESBURGH. . . . So you are really condemned to live on less than you need to live on unless you cut corners?

Mrs. KERSHAW. I haven't found a way to cut corners. I found a way to live without.⁶⁷

Administrative Policies and Practices Affecting Recipients

During the Cleveland hearing, ADC mothers testified about some of the problems created by certain administrative policies and practices of the Cuyahoga County Welfare Department.

Food Stamp Distribution

Food stamps can be purchased ordinarily at only two centers in Cleveland, one on the east side and one on the west side. The east side center is the larger of the two and handles most of the food stamp business. A third distribution center in the Welfare Department's headquarters is small and handles emergencies only. Food stamps must be paid for by cash or money order. Stamps must be bought all at one time. For ADC recipients, who receive monthly checks, this means once a month. Because the two centers cannot accommodate all food stamp purchasers on the day benefit checks are received, many recipients are inconvenienced when they have to wait in line for long periods or make a second visit to the center.⁶⁸

Cashing Welfare Checks

Because few ADC recipients have bank accounts, they must pay a fee to get their benefit checks cashed. In some instances a grocer will cash the check if the recipient purchases a certain amount of groceries.

For example, Mrs. Dugan testified, ". . . In cashing your check you have to spend \$2 or more in order to get your checks cashed because you can't cash them in a bank."

Mr. GLICKSTEIN. And the stores require that you buy \$2 or more worth of goods before they will cash the checks for you?

Mrs. DUGAN. Yes, they do.⁶⁹

Check Distribution

It is the practice of the Cuyahoga County Welfare Department to distribute all ADC checks on the 10th of each month and the poor relief checks on the 6th of the month. Mothers on ADC and poor relief testified that they suspected that food prices were a few cents higher during the first 3 weeks after receipt of welfare checks than at other times during the month.

Mr. GLICKSTEIN. Do you find—other mothers find—that there is a change of prices on that day [the 6th] of the month?

Mrs. [ETHEL] PLUMMER. Yes, we do. They are usually 2 to 3 cents more I'd say the first 3 weeks of the month because we have food stamps we can take and spend. They [the grocers] figure we have the food stamps and then when we get out of money, the prices drop.⁷⁰

* * * * *

Commissioner HESBURGH. Do you find that the food prices go up when all your checks come due?

SEVERAL ADC MOTHERS. Yes.

Vice Chairman PATTERSON. Do they go down at the end of the month when all your money is gone?

MOTHERS. Yes.

Mrs. KERSHAW. After your money is gone, it goes down.

Vice Chairman PATTERSON. Do they have sales at the end of the month?

Mrs. KERSHAW. Yes.

Vice Chairman PATTERSON. Is this true every month?

MOTHERS. Yes.

Mrs. KING. Usually in the Wednesday paper, maybe you can look through it tomorrow, you will see oodles of sales. Some of them even last up until the sixth. They are even aware of the ADC youth programs and they cut the sales off right on the sixth.⁷¹

Employment

The Commission heard conflicting testimony as to whether ADC mothers are permitted to work and whether they risked loss in welfare payments if they worked. Mr. Yaeger, who testified that there was no department policy requiring ADC mothers to remain at home when they could find employment, told the Commission that the department in April 1966 had a list of 2,100 mothers who had expressed a desire to work, and that caseworkers had determined that no problem of child protection, child abuse, delinquency, or health would be involved.⁷² On the other hand, ADC mothers indicated that the department's policy regarding employment was not clear and that the treatment accorded earnings varied with and depended upon the caseworker.

Chairman HANNAH. I would like to ask a question of any of you. What happens if you get a job and you earn a sum of money? What happens to your relief check? Is your relief check reduced?

Mrs. KING. Yes.

Chairman HANNAH. By how much is it reduced? If you have earned \$25 a week, what would happen to your relief check?

Mrs. KING. I should think that all depends on the caseworkers. Some caseworkers will tell you that you can have a certain percentage of it and then some of them will take it all.

Chairman HANNAH. But it is not unusual for you to have your relief reduced by some substantial amount if you do have outside earnings?

Mrs. KING. That is right.

Vice Chairman PATTERSON. Mrs. King, you said you know of some mothers who sneak and do daywork. Is this why they sneak—in order not to reduce their ADC payments?

Mrs. KING. Yes, because what would be the point of them going out to try to work to try to buy food if they were going to take the money from them at the end of the month?⁷³

Dr. White testified that the Ohio General Assembly passed a law in

1965 which made it possible for adults on ADC to earn the difference between their cash payment and the State standard without reduction in the cash payment. He emphasized, however, that the U.S. Department of Health, Education, and Welfare refused to permit the incorporation of this provision into the Ohio plan.⁷⁴

According to a representative of the Welfare Administration, U.S. Department of Health, Education, and Welfare, the 1965 Ohio law was rejected because it applied exclusively to earned income. Federal law required that this provision apply to all income regardless of source if it were to be approved.⁷⁵

The present policy of the Department relative to whether an ADC recipient can work and retain all or part of her earnings may be summarized as follows:

It is not the general practice of the Department to discourage women from working. It was the original philosophy of the ADC program to provide financial assistance necessary to keep the mother and children together. However, if a mother indicates a desire to work or to obtain training for work, her caseworker must make a determination as to whether the mother's child care plan is adequate enough so that her working would have no ill effect upon the children in the home. If the caseworker's determination is favorable, the mother would receive approval for work or for training. Cleveland, like all other urban centers, has an extreme shortage of child care facilities in the central city.

As to how much of the earnings an ADC recipient may keep, it must be determined whether (1) the recipient is participating in any of the Title I or Title II programs of the Economic Opportunity Act of 1964; (2) the recipient lives in the Hough area; or (3) neither of the latter two situations obtains.

If the mother is participating in a Title I or Title II program, she may retain the first \$85 of her monthly salary and one-half of the rest without reduction in her ADC check. As to dependent children, the first \$50 earned by each dependent child under 18 or the first \$150 earned by all dependent children under 18 in the family is disregarded.

If the ADC recipient lives in the Hough area, an incentive budgeting plan permits the recipient to retain, without reduction from her public assistance check, the difference between her cash payment and the State standard plus a reasonable amount for work expenses. In the case of a family of four, if the mother receives \$170, she will be permitted to retain \$54 (the difference between \$170 and \$224) and reasonable work expenses.

If an ADC recipient is not participating in a Title I or Title II program or does not live in the Hough area, the first \$30 of earnings are disregarded and any and all additional earnings in excess of reasonable work expenses will be deducted.

There are two points in departmental operations at which ADC recipients have explained to them the conditions under which ADC assistance is granted, including, of course, the policies on working and

on deduction of earnings. One point is the intake desk. The other is the caseworker to whom an ADC family has been assigned. The explanations are oral. No written statement of rights and obligations is provided.⁷⁶

Although the Division of Child Welfare of the Cuyahoga County Welfare Department administers a federally assisted program of child care, such facilities are limited in number throughout Cleveland and are especially limited in the Hough area.⁷⁷ This limitation must act as a sharp constraint on the number of ADC mothers living in the Hough area who can seek employment.

The conflicting views about the policy of the Cuyahoga County Welfare Department with respect to ADC mothers supplementing their cash allowance perhaps help to explain why ADC mothers in Cleveland either are afraid to seek employment or to report part-time employment when they do work. County welfare officials stated that individual caseworkers have the responsibility of explaining the policy to ADC mothers and that welfare clients have not been provided with a written explanation of the policy.

Training

The Commission heard testimony that the desire of ADC mothers to work is frustrated by the difficulty of securing training for a job.

Mr. GLICKSTEIN. Mrs. Kershaw, what attempts have you made to obtain additional training or education?

Mrs. KERSHAW. Well, my welfare worker was out about 3 weeks ago and we were talking about my going to a school for a job training course. He was to refer my name to the Economic Opportunity School and he said he would get in touch with me or the Corps would and I haven't heard from either one.⁷⁸

* * * * *

Mr. GLICKSTEIN. What problems have you [Mrs. Thomas], as an ADC mother, found that you have in looking for a job?

Mrs. [ETHEL] THOMAS. Usually they tell you you should have experience: most of the employers, if you don't have experience, they don't train. When they call for a trainee, they still want some background training.

Mr. GLICKSTEIN. What attempts have you made to get more education and training?

Mrs. THOMAS. I asked my worker to send me to the nursing school and he told me to go to an employment office downtown and I went down to take a test for nurse's training, practical nursing, and I passed the test and I haven't heard from them any more.⁷⁹

The statutory purpose of Title V of the Economic Opportunity Act of 1964 is ". . . to expand the opportunities for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families."⁸⁰ In January 1966 there were 1,159 families in the Title V program in Cuyahoga County. The bulk of these, 1,044, were ADC-U cases; only 115 were ADC cases.⁸¹

Family Stability

The ADC program, as already indicated, is operative for dependent children who are deprived of parental care or support by reason of

death, continued absence from the home, or physical or mental incapacity of a parent. The Commission heard testimony that fathers who are employed but unable to support their families on their earnings are motivated to leave home in order that the families may be able to qualify for ADC.

Commissioner HESBURGH. Do you think actually, Mrs. King, that the way the thing is organized, it practically drives the father out of the home?

Mrs. KING. Sure, because a man doesn't want to feel that he is going to take bread out of his child's mouth if he is really a man. This means that he leaves. If he is not able to support his family adequately, he usually leaves.

Commissioner HESBURGH. Then they are still not supported adequately because you don't get enough of the welfare?

Mrs. KING. Yes.⁸²

The father in the illustration is employed and hence would not be eligible for ADC-U. The situation described is one not covered by federally assisted public assistance programs and illustrates one of the gaps in those programs. The federally assisted programs are categorical in character. If the circumstances of a family do not fit one of the categories, help is not available for the family from this source, no matter how needed it may be. It has been reported that only a relatively small segment of the needy—about one-fifth of those in families having an annual income of less than \$3,000⁸³—is now helped by public assistance programs.

Personal Dignity

The testimony of some ADC mothers indicated that they had a feeling of being rejected by society. Mrs. King, for example, told the Commission:

. . . CUF^{AW} [Citizens United for Adequate Welfare] members asked the county officials that we all get together with county, State and Federal officials to sit down and discuss the problems. . . . They seemed to think it was a ridiculous offer and what do we have to offer. They would probably be surprised. We probably could work something out that would actually help the mothers and fathers that are on the welfare programs.⁸⁴

She viewed the plight of an ADC family this way:

We are not even accepted as human beings. . . . We should be accepted as other human beings and because a child is poor doesn't mean the child doesn't get hungry. Because a child is poor doesn't mean that he doesn't need shoes. Because a child is poor why should he get an F in gym because he doesn't have tennis shoes and suit and things, and we don't think it is fair for our children to have to suffer these things. . . .⁸⁵

Findings of Ohio Groups Regarding Public Assistance Programs

Public factfinding bodies in Cleveland and in Ohio have repeatedly called attention in recent years to the fact that the inadequate level of cash payments in the public assistance programs has a negative impact on the quality of living of the recipients, including those in the ADC program.

The Committee on Public Assistance of the Central Planning Board of the Cleveland Federation of Welfare declared in October 1964 that "The low levels of grants in the various [public assistance] programs have serious impact on the quality of living for many of the 68,000 persons (including 33,000 children under 18 years of age) in Cuyahoga County . . . who are dependent on public assistance programs for subsistence."⁸⁶ After describing the most serious inequities, the committee concluded: "The public is not adequately informed of the shocking and shamefully poor performance of this community and this State in meeting the subsistence needs of its public assistance families."⁸⁷

The Citizens' Committee on Comprehensive Mental Health Planning in Ohio emphasized in its final report-dealing with public welfare programs that the provision of an adequate standard of living is basic to health, personality development, and normal family life. "Unmet basic needs for food, clothing, shelter, medical care, and social functioning constitute serious threats not only to the physical well-being but also to the self-respect, dignity and emotional stability of the individual," the report said. The committee pointed to the special contribution of public welfare programs and services in promoting mental health, preventing mental illness, and restoring individuals to family and community life. The committee recommended the establishment of "subsistence standards which are adequate and compatible with health and well-being" and that the State of Ohio "immediately take steps to insure that all county welfare programs provide financial assistance at levels which offer a standard of living consistent with that established by the State."⁸⁸

At the Commission's hearing, while discussing the discrepancy between the State standard and the actual cash payment to recipients, Dr. Leonard Schneiderman, Associate Professor of Social Work at Ohio State University, stated:

The very obvious and important conclusion needs to be drawn that ADC recipients in Ohio are forced to live in a state conducive to disease, to humiliation, to estrangement, and to isolation from community life. They are forced to live in a state which in fact does violence to decency and self-respect. This conclusion is harsh, but clearly supported by the State's own published standards of assistance.⁸⁹

Statement of the Commission

. . . Public welfare, in short, must be more than a salvage operation, picking up the debris from the wreckage of human lives. Its emphasis must be directed increasingly toward prevention and rehabilitation—on reducing not only the long-range cost in budgetary terms but the long-range cost in human terms as well. Poverty weakens individuals and nations. Sounder public welfare policies will benefit the nation, its economy, its morale, and, most importantly, its people . . .

. . . We must find ways of returning far more of our dependent people to independence. We must find ways of returning them to a participating and productive role in the community. . . .

PRESIDENT JOHN F. KENNEDY

February 1, 1962.

It is the Commission's belief that the great majority of ADC recipients do not view public welfare as a means for enabling them to live comfortable lives without working. Instead, they view the welfare program as a means to achieve self-support and independence. These are crucial points, apparently not well understood by many Americans—especially those who advocate keeping assistance payments low in order to discourage dependency. The Commission believes the ADC program in Cuyahoga County has failed to meet most of the basic needs of beneficiaries and has failed to assist them in achieving self-sufficiency. The major impact of this failure has fallen upon Negroes, who must also face obstacles of racial discrimination in other aspects of their lives.

In June 1966 the Advisory Council for Public Welfare, a group of public welfare experts appointed by the Secretary of Health, Education, and Welfare, pursuant to a congressional directive included in the Public Welfare Amendments of 1962, published a comprehensive report reviewing the administration of the public assistance and child welfare services programs and making recommendations for improvement of the programs on a national basis. The Commission notes with great interest that a number of the Advisory Council's findings for the Nation parallel the Commission's findings in Cleveland. A major finding of the Advisory Council is that public assistance program payments throughout the Nation are grossly inadequate and contribute to the perpetuation of destitution and intensification of poverty-related problems.⁹⁰ This finding coincides with the situation found by the Commission to exist in Cleveland and Cuyahoga County, Ohio.

Ordinarily, Commission recommendations are made following a national or regional study by the Commission rather than on the basis of a local situation. Because of the urgent need for instituting appropriate remedies in the general area of public assistance, the Commission decided to issue this report.

Commission Findings

1. As measured by the Ohio State minimum standard of living and other objective standards, cash payments under the ADC program in Cuyahoga County are grossly inadequate to provide support and care requisite for health and decency.

2. This inadequacy in cash payments results in ADC families being reduced to deficient diets, insufficient clothing, and substandard housing accommodations.

3. Certain administrative policies and practices of the Cuyahoga County Welfare Department, such as the date of issuance of public assistance checks, the inadequacy of food stamp distribution centers, and the several deterrents to ADC mothers seeking work, serve to defeat the goals and objectives of the ADC program.

Recommendations

The Commission recommends:

1. That the Federal Government establish a national minimum standard for public assistance payments below which no State may fall and continue to receive Federal assistance, and that the Federal Government provide additional financial assistance to help the States reach and maintain this standard.

2. That the Federal Government adopt guidelines for State methods of administration which would eliminate those policies and procedures which tend to defeat the goals of the ADC program.

Concurring Statement of Commissioner Patterson

In particular need of elimination, in my judgment, are those policies and procedures that discourage work and discourage family stability. And, once eliminated, they should be supplanted by affirmative procedures that will encourage the able-bodied to work, and encourage the father to stay in the home.

Glossary

- AA**—A program of grants to States for the purpose of paying part of the cost of furnishing financial assistance to needy persons 65 years of age and over.
- AB**—A program of grants to States to pay part of the costs of financial assistance to needy blind individuals.
- ADC or AFDC**—A program of grants to States for aid to families with dependent children. Federal funds are provided to enable each State participating in the program to furnish financial assistance to needy children meeting the specifications in the Federal act as to age, deprivation of parental support or care by reason of death, continued absence, or incapacity of the parent and living in the home of a parent or certain relatives.
- ADC or AFDC dependent child**—A needy child who has been deprived of parental care or support by reason of the death, continued absence from the home or physical or mental incapacity of a parent, who is living with a parent or a specified relative and who meets certain other qualifications stated in Title IV of the Social Security Act, as amended. The child must be under the age of 18 or under 21 if a student regularly attending a school, college or university, or a course of vocational or technical training. Effective May 1, 1961, children placed in a foster family home or a child care institution and, therefore, not living in the home of a parent or other specified relative, can, under certain circumstances, also qualify as dependent, needy children for the purpose of the program.
- ADC-U or AFDC-U**—A program which provides Federal grants to States for aid to families with dependent children who are deprived by reason of the unemployment of a parent.
- AFD**—A program of grants to States for the purpose of paying part of the cost of financial assistance to needy individuals, 18 years of age or older, who are permanently and totally disabled.
- Poor relief or general assistance**—A program of aid to the needy provided by counties or cities. This program is not federally financed. In Ohio, this program is financed from earmarked State levied and collected taxes on public utilities, from legislative appropriations for poor relief from the State general revenue fund, and from local tax revenues.
- Titles I, II, and V of the Economic Opportunity Act of 1964, as amended**—The Economic Opportunity Act has the purpose of strengthening, supplementing, and coordinating efforts to open to everyone the opportunity for education and training, the opportunity to work, and to live in decency and dignity. In furtherance of this objective, Title I provides programs for youth by means of a job corps and by providing work training and work study programs. Title II provides general community action programs, adult basic education programs, and voluntary assistance programs for needy children. Title V provides work experience programs for persons who are unable to support or care for themselves or their families. These programs are federally financed.

Footnotes

¹ Hearing in Cleveland, Ohio, before the U.S. Commission on Civil Rights, Apr. 1-7, 1966, at 239-254. The transcript is hereinafter cited as *Hearing*.

² *Id.* at 648.

³ See table 4. Table references, unless otherwise indicated, are to the tables appended to this report.

⁴ Social Security Act, 49 Stat. 602 (1935) as amended 42 U.S.C. § 601 et seq. (1964); 42 U.S.C.A. §§ 602, 603, 606, 608 (1965). Prior to July 25, 1962, the heading of Title IV read: "Title IV—Grants to States for Aid to Dependent Children". The amended heading reads: "Title IV—Grants to States for Aid and Services to Needy Families With Children". The change in the name of the program is said to signify the special stress placed by the 1962 Social Security Act amendments on bringing more constructive social services into the administration of the program. U.S. Department of Health, Education, and Welfare, *If Handbook on Programs, Organization and Fact Sheets*, 1964-65 ed., pt. II, at 277. Effective Oct. 1, 1962, and ending with the close of June 30, 1967, Federal financial participation is authorized for community work and training programs, that meet certain standards, as part of the program of aid to needy families with children.

⁵ Federal funds are available only for the first \$32 of the average monthly payment per ADC recipient in a State. The Federal payment is in two parts: first, five-sixths of the first \$18 of the average payment, the State providing the remaining one-sixth; second, a proportion of the next \$14 of the average payment. This proportion varies between 50 and 65 percent according to the average per capita income of the State for the most recent 3 years. The device of varying the proportion of Federal participation in the payment above \$18 is intended to provide the highest proportion of Federal participation to the low income States, which generally have relatively large proportions of needy people and make relatively low assistance payments. The basis for the latter statement is U.S. Department of Health, Education, and Welfare, *Grants-in-Aid and Other Financial Assistance Programs Administered by the U.S. Department of Health, Education, and Welfare*, 1964-65 ed., supplement to the *Handbook on Programs of the . . . Department of Health, Education, and Welfare*, at 325-328.

⁶ U.S. Department of Health, Education, and Welfare, Welfare Administration, "Monthly Cost Standards for Basic Needs Used by States for Specified Types of Old-Age Assistance Cases and Families Receiving Aid to Families With Dependent Children, January 1965". (August 1965) at 1-2. This report is hereinafter cited as *Monthly Cost Standards*.

⁷ Established under the authority of the Food Stamp Act of 1964, Public Law 88-525, 78 Stat. 703, approved Aug. 31, 1964.

⁸ Sec. 10 of the Food Stamp Act provides that a State plan, which must be approved by the Secretary of Agriculture, shall provide for the certification of households in accordance with the standards for certifying applicants for benefits under the federally aided public assistance programs. Sec. 15 provides that the administrative costs of certifying households not receiving any type of public assistance are paid for, in part, by the Federal Government. For each family certified to participate in the program, a determination is made, based on the income and size of the family, how much the family must pay for food stamps. Certain deductions are made before a family's income is determined for this purpose. Once the amount the family pays for the food stamp coupons is established, then the amount of the bonus coupons is worked out. The difference between the cash paid by the participants and the total value of the coupons issued to them represents the Federal Government's contribution to the program. The stamps can be used for the purchase of any food product but generally not for such items as identified imported foods, soap or soap powders, alcoholic beverages, pet foods, and paper products.

⁹ As of July 1966, 9,848 ADC households in Cuyahoga County were certified as eligible to participate in the food stamp program; 8,707 did in fact participate at this date. Information supplied by phone by Mr. Eugene Burns, Director, Cuyahoga County Welfare Department, in an interview with Commission staff member, Sept. 6, 1966. Persons who are not included in the ADC assistance group may be included in the family for food stamp program purposes provided they eat at the family table and otherwise meet the income qualifications for eligibility to the program. See table 16, footnote 1.

¹⁰ The Cuyahoga County Welfare Department also administers the program of poor relief (also called general relief or general assistance) and assists the Soldiers' Relief Commission in administering soldiers' relief. These programs are not financed by the Federal Government.

¹¹ See table 4. Much smaller numbers of persons were in the other programs in January 1966: 6,210 in ADC-U, 2,847 in AFD, and 313 in AB. There were 5,922 persons in the program of poor relief at the same date. (These are persons in the so-called "payroll" cases. There were 9,843 persons who received home care, the combined total involved in

"payroll" and "daily" cases, in the poor relief program in January 1966. For a further explanation, see table 4, footnote 6.) The figures for the last three programs include clients in nursing homes. The State-administered AA program had 9,338 recipients in January 1966. The program of soldiers' relief in the county had 331 cases and 963 persons at that date. (For source of information on AA and soldiers' relief programs, see table 4.) The next largest percentage of nonwhites was in the ADC-U program where in January 1966, 77 percent were nonwhite. Nonwhites constituted a smaller percentage of the persons in the AB and AFD programs, between 61 and 62.5 percent in each. About 71 percent of the persons (in "payroll" cases) on poor relief were nonwhite. A racial breakdown is not available for the AA and soldiers' relief programs.

¹² See table 8.

¹³ See table 5. In terms of payments for medical and remedial care services which do not appear directly in the welfare check, the expenditure for ADC recipients was also the largest, about \$162,000 in October 1965, the most recent month for which data are available (see table 5).

¹⁴ 51 Ohio Rev. Code 5107.04 (1953).

¹⁵ See table 8.

¹⁶ Ibid. Two assumptions need to be noted: that the family has no other source of income and that the rent actually paid is not less than the maximum allowable to an ADC family of four. Inasmuch as these assumptions may not be true exactly as stated, the effect of the assumptions, in the circumstances of January 1966, is to inflate somewhat the payment to a family of four. However, the assumptions are retained for convenience in exposition. In January 1966, 4-person families on ADC in Cuyahoga County averaged a resource amount of \$6.96. Furthermore, ADC families may pay less than the maximum allowable rent to them for size of family and receive, of course, a correspondingly smaller amount for this purpose in their payment. For example, in January 1966, 4-person ADC families in the county were paid an average of \$69.52 for rent whereas the maximum allowable for six rooms for such a family was \$90. (See table 11.) The data are also available by race from this table. Because of their intrinsic interest, tables 12-15 are included which furnish comparable information for recipients in the ADC-U, AB, AFD, and poor relief programs in Cuyahoga County in January 1966. Also, because of their intrinsic interest, tables 21-23 are included which show the average allowance, resource amount, and payment for families, by number of children, in ADC, ADC-U, and poor relief programs in Cuyahoga County in January 1966.

¹⁷ Based on report dated Jan. 19, 1966, prepared by the Research Department of the Cleveland Welfare Federation, "Summary of Information Obtained From Clarence Yaeger on January 11, 1966", at 8. This report is hereinafter cited as *Summary of Information Obtained From Clarence Yaeger*. Dr. Denver L. White, Director of the Ohio Department of Public Welfare, testified that the 1959 standard had not been replicated since 1959. *Hearing at 262*.

¹⁸ See table 8. In the instance of the relatively few Cuyahoga County ADC families participating in the programs provided under Title V of the Economic Opportunity Act, however (115 families in January 1966), the Federal Government provides the additional money needed to bring the ADC payment up to the State standard.

¹⁹ The age breakdown of the children was as follows: one under 3, one 3 through 5, and one 6 through 12. See table 8, footnote 3.

²⁰ *Summary of Information Obtained From Clarence Yaeger*, at 1-2. The assumption stated in the text was provided by Dr. Leonard Schneiderman, Associate Professor of Social Work, Ohio State University, in an interview with a Commission staff member, Mar. 8, 1966.

²¹ 51 Ohio Rev. Code 5107.07 (1953). See also *Appendix to the Report and Recommendations on Public Welfare in Ohio With the Major Emphasis on Public Assistance*, prepared for the Central Planning Board of the Welfare Federation of Cleveland by the Committee on Public Assistance, October 1964, Cleveland, Ohio, at 12a. This appendix is hereinafter cited as *Appendix to the Report and Recommendations*. Public utility excise taxes, amounting to 1.65 percent of the taxable value of utilities, are earmarked by State law primarily for poor relief expenditures. The program of poor relief is not federally financed. However, health care for ADC recipients is financed through the transfer of poor relief funds into an ADC medical account. Id. at 11a and 14a and letter to the Commission dated Mar. 11, 1966, from Mr. Roy L. Adams, Research Director, the Ohio Citizens' Council for Health and Welfare. This source is identified more fully in table 1, footnote 2.

²² 51 Ohio Rev. Code 5107.09 (1953). Cuyahoga County also supplements for some articles, furniture, and clothing for school children. This is apart from cash assistance and health care.

²³ See table 2.

²⁴ See table 1. On a year-by-year basis the relative increase in the caseload and in the number of persons has been declining since 1963. The average caseload increased 13.4 percent between 1963-64 which compares with 18.4 percent during the 2 previous years. Between 1964-65 the caseload increased 11.8 percent. The average number of persons in the ADC program increased about 12.3 percent between 1963-64 and 1964-65. In the years 1961-62 and 1962-63 the increase was about 18 percent.

²⁵ See table 2.

²⁶ See table 3.

²⁷ *Hearing*, at 258. Mr. Yaeger also agreed that the same householder would pay about \$60 in county taxes for all welfare including ADC.

²⁸ Id. at 259.

²⁹ Id. at 263.

³⁰ See table 6. January 1965 is the most recent date for which comparative information of the sort described in the text is available. (In the ADC program in Cuyahoga County a family is allowed to retain \$300 of liquid resources if it possessed that amount before coming into the program. This is true for persons in the other federally assisted public assistance programs. However, to be eligible for the poor relief program, a person is not allowed to have any liquid assets. *Summary of Information Obtained From Clarence Yaeger* at 3-4.)

³¹ See table 6. In *Appendix to the Report and Recommendations*, at 31a-32a, a comparison is made between the standard budget and the actual maximum payment in the ADC program in Cleveland for a family of four and in selected cities in other States. These are the States which appear in table 6.

³² See table 7.

³³ Data used are from *Monthly Cost Standards*, table 3, and from "Personal Income by States and Regions in 1964," *Survey of Current Business*, July 1965, table 2 at 11.

³⁴ The index was developed by the Social Security Administration to specify the minimum money income required to support an average family of given composition at the lowest level consistent with the standards of living prevailing in the country. This poverty index at the economy level has been adopted by the Office of Economic Opportunity as a working tool. A nutritionally good diet is possible at the economy level but it is hard to achieve. Almost half the families spending so little fall far short of adequacy, with diets which provide less than two-thirds of their requirements for one or more nutrients. See Mollie Orshansky, "Who's Who Among the Poor: A Demographic View of Poverty", *Social Security Bulletin*, July 1965, at 8, and "Counting the Poor: Another Look at the Poverty Profile", *Social Security Bulletin*, January 1965, at 4.

³⁵ The comparable figure for January 1966 is not available. The figure for March 1965 is available and is \$3,110. See Mollie Orshansky, "Recounting the Poor: A Five-Year Review," *Social Security Bulletin*, April 1966, table 1, at 23. In view of the slight difference, the figure for January 1964 is used.

³⁶ See table 30.

³⁷ In January 1966 there were 2,007 ADC families of four certified for participation in the food stamp program. Their aggregate bonus was valued at \$49,775 (see table 16) or an average per family of \$24.80. On a 12-month basis the bonus amounts to \$297.60. Added to \$2,203, the total of about \$2,500 is 90.3 percent of the poverty index at the economy level. It would not be proper, in fact, to add the bonus to the cash payment if the latter is less than 100 percent of the State standard as is the case in Ohio. The food stamp program is not intended to enable a State to meet its own standard but rather to supplement it at the 100-percent level. (See discussion in text below.) The food stamp information is available from table 16 for ADC recipients by race. Because of their intrinsic interest, comparable information is included in tables 17-20 for recipients in the ADC-U, AB, AFD, and poor relief programs in Cuyahoga County in January 1966.

³⁸ The U.S. Department of Labor estimated, as of the autumn of 1959, the cost of a representative list of goods and services considered necessary for 4-person families to maintain a modest but adequate level of living according to standards prevailing in 20 large cities. The family involved consisted of an employed husband, a wife not employed outside the home, and two children, living in a rented dwelling in the city or its suburbs. The level of living referred to is based upon the standards of what is needed for health, efficiency, the nurture of children, and for participation in social and community activities. Helen H. Lamale and Margaret S. Stotz, "The Interim City Worker's Family Budget," *Monthly Labor Review*, August 1960, at 785-786.

³⁹ See table 29 and footnote 1 of the table.

⁴⁰ See table 29. The weighted average of the three different monthly allowances that were in effect for an ADC family of four at different times in 1960 for food, clothing, personal care, and household supplies was \$69.65 per month or, on a 12-month basis, \$835.80.

⁴¹ It is not possible to make the comparison described in the text for a more recent year because the U.S. Department of Labor has not yet repriced its City Worker's Family Budget.

⁴² See table 10.

⁴³ See table 8. A family of four on ADC-U fared as poorly as a similar family on ADC. The ADC-U became Federal law in 1961 and Ohio's program began Apr. 1, 1964. *Summary of Information Obtained From Clarence Yaeger* at 4 and attachment 5 entitled, "Maximum Monthly Allowances and Percent of Standard Budget Paid to ADC and ADCU Families by Size in Cuyahoga County, January 1966." The poor relief program in Cuyahoga County, which is not federally financed but which also has a State standard of \$224 for a family of four, fared even worse than a comparable family in the ADC and ADC-U programs. In January 1966 the cash payment for a family of four on poor relief was \$140 per month or 62.5 percent of the standard. Letter to the Commission, dated Jan. 27, 1966, from Mr. Robert G. McDonald, Research Assistant, Research Department, Cleveland Welfare Federation.

⁴⁴ See table 10. Ohio law provides that the standard in the AA program shall be reviewed annually and adjusted in accordance with current living costs (51 Ohio Rev. Code 5105.07 (1953)). This provision does not appear in the sections of the welfare law applying to the other federally assisted public assistance programs.

⁴⁵ See table 10.

⁴⁶ *Ibid.*

⁴⁷ See Titles 1, 10, 14, Social Security Act, *op. cit. supra*, footnote 4.

⁴⁸ See table 4.

⁴⁹ *Hearing*, at 263.

⁵⁰ *Id.* at 240.

⁵¹ Id. at 242.

⁵² Id. at 23, 25.

⁵³ Cuyahoga County Welfare Department, pilot food stamp program, annual report, April 1964, Cleveland, Ohio, foreword.

⁵⁴ See table 9.

⁵⁵ The Nutrition Association of Greater Cleveland, "A Further Report on Food Intake of Public Assistance Families and the Factors Affecting Food Intake," appendix, tables I, XIII, and XIV (undated report). The sample is a small one, 100 families drawn from a group of 195 families from the caseload of the Cuyahoga County Welfare Department. The 100 families were chosen because the amounts of foods they reported were definite enough to be calculated for nutrients. The sample is considered representative of the total caseload in most respects and such differences as exist would not affect the findings. (See statement titled "Sample" in app.) The total food intake for 1 day was studied and compared with the amounts recommended by the National Research Council in 1964. Diets that were between 66.7 and 100 percent of the National Research Council's allowances in all 7 nutrients studied were classified as "marginal;" diets that were below 66.7 percent of the allowances in 1 or more nutrients were called "substandard." It is cautioned that families with substandard diets are not necessarily malnourished for to judge that, physical, biochemical, and clinical observations need to be considered in addition to food intake. (See introduction to the report which precedes pt. II, at 1-2.)

⁵⁶ U.S. Bureau of Labor Statistics, "A Study of Prices Charged in Food Stores Located in Low and Higher Income Areas of Six Large Cities, February 1966," prepared for the National Commission on Food Marketing, June 12, 1966. The study found that, "... when the same types of stores (chains, large independents and small independents), the same qualities of foods, and the same sizes of packages are compared . . ." no significant differences in prices charged were found. Id. at summary.

⁵⁷ Two other findings of the study were:

(1) Nearly all stores cash checks for their customers, but those located in low income areas more often limit this service to government or payroll checks as against personal checks.

(2) Many stores in low income neighborhoods reported serious pilferage problems. Some of them also have taken special precautions against robbery and burglary.

⁵⁸ *Hearing*, at 243.

⁵⁹ Id. at 244-245.

⁶⁰ Id. at 246.

⁶¹ The same was likewise true of such household supplies as towels, bed linen, and cups and saucers. Based on memorandum, "The 1959 State Standards of Assistance," prepared by Miss Kathryn Wetzell, School of Applied Social Sciences, Western Reserve University, sent to the Commission under date of Mar. 11, 1966.

⁶² *Hearing*, at 21, 22, 25.

⁶³ Id. at 25.

⁶⁴ *Ibid.*

⁶⁵ Id. at 106.

⁶⁶ Information reported by Mr. Clarence J. Yaeger, then Assistant Director of the Cuyahoga County Welfare Department, in an interview with a Commission staff attorney in March 1966.

⁶⁷ *Hearing*, at 250.

⁶⁸ Id. at 240 and information supplied by phone by Mr. Torild Barbins, Cuyahoga County Welfare Department, in interview with Commission staff member, Aug. 31, 1966.

⁶⁹ Id. at 23.

⁷⁰ Id. at 61.

⁷¹ Id. at 253.

⁷² Id. at 260.

⁷³ Id. at 249-250.

⁷⁴ Id. at 264-265.

⁷⁵ Reported by phone by Miss Pauline Godwin, Bureau of Family Services, Welfare Administration, in interview with Commission staff member, Sept. 6, 1966.

⁷⁶ Information supplied by phone by Mr. Eugene Burns, Director, Cuyahoga County Welfare Department, in interviews with Commission staff member, Sept. 6, 1966 and Oct. 26, 1966. The incentive budgeting plan is part of a demonstration project approved by the Welfare Administration under Sec. 1115 of the Social Security Act, as amended. Information supplied by Mr. Donald A. Slater, Assistant to the Assistant Secretary for Individual and Family Services, Department of Health, Education, and Welfare, in memorandum to the Commission, dated November 2, 1966. Sec. 1115 authorizes the Secretary of Health, Education, and Welfare to waive compliance with any of the requirements of a State ADC plan.

⁷⁷ *Ibid.* and information supplied by phone by Mrs. Erylne Davis, School of Applied Social Sciences, Western Reserve University, Apr. 5, 1966.

⁷⁸ *Hearing*, at 245.

⁷⁹ Id. at 247.

⁸⁰ *Economic Opportunity Act of 1964* § 5, 78 Stat. 527 (1964), 42 U.S.C. § 2921.

⁸¹ Information supplied by phone by Mrs. Edna Tyler, Cuyahoga County Welfare Department, in an interview with Commission staff member, Sept. 7, 1966.

⁸² *Hearing*, at 251.

⁸³ U.S. Department of Health, Education, and Welfare, *Having the Power, We Have the Duty*, Report of the Advisory Council on Public Welfare to the Secretary of Health, Education, and Welfare (June 29, 1966), at 24.

⁸⁴ *Hearing*, at 250.

⁸⁵ Id. at 250-251.

⁸⁶ *Report and Recommendations on Public Welfare in Ohio With Major Emphasis on Public Assistance*, prepared for the Central Planning Board of the Welfare Federation of Cleveland by the Committee on Public Assistance, October 1964, Cleveland, Ohio, at 6-7.

⁸⁷ *Id.* at 8. In the final report of the research staff of the Ohio Legislative Service Commission on *Ohio's Public Assistance Programs* (Columbus, Ohio, January 1965), it is stated at p. 53 that "Ohio's public assistance programs vary in the degree to which they provide subsistence for various classes of recipients and they discriminate most against those who have the greatest potential for escaping from a lifetime of poverty." Some types of poor persons, the aged, the blind, and the disabled, were found to be more favored than ADC families; families suffered more poverty than certain classes of individuals (p. 57). "When one considers that rent and utilities must be paid as charged, the average ADC recipient probably has less than 50 percent of the money considered necessary to buy a minimum amount of food and clothes to maintain health and decency" (p. 55).

⁸⁸ *Final Report of the Citizens' Committee, Comprehensive Community Mental Health Planning in Ohio, 1963-1965*, submitted to the Governor of Ohio (1966) at 119-120.

⁸⁹ *Hearing*, at 267.

⁹⁰ *Having the Power, We Have the Duty*, *supra*, footnote 83, at 15.

TABLES

TABLE 1.—*Locally levied taxes used for the ADC¹ program, average number of cases and persons in the program, amount of taxes per case and per person, Cuyahoga County, Ohio, 1960-65*

	Amount of taxes ²		Average number of cases ⁴		Average number of persons ⁴		Locally levied taxes			
	Total	Percent	Total	Percent	Total	Percent	Per case		Per person	
							Dollar amount	Percent	Dollar amount	Percent
	1960.....	825,656	100.0	4,692	100.0	19,771	100.0	175.97	100.0	41.76
1961.....	800,403	-----	5,527	-----	23,108	-----	144.82	-----	34.64	-----
1962.....	823,034	-----	6,545	-----	27,265	-----	125.75	-----	30.19	-----
1963.....	864,421	-----	7,752	-----	32,218	-----	111.51	-----	26.83	-----
1964.....	862,895	-----	8,792	-----	36,178	-----	98.15	-----	23.85	-----
1965 ³	862,895	104.5	9,826	209.4	40,599	205.3	87.82	49.9	21.25	50.9

¹ Aid and services to needy families with children.

² Dollar amounts for 1960-64 prepared for the U.S. Commission on Civil Rights by Mr. Roy L. Adams, Research Director, the Ohio Citizens' Council for Health and Welfare, from published data of the Ohio Department of Public Welfare. The dollar amounts were taken from the tabulation "Locally Levied Taxes Used for Public Assistance, 1956-1965" attached to Mr. Adams' letter to the Commission dated Mar. 11, 1966.

³ Dollar amount for 1965 from financial and caseload information for ADC and other public assistance programs for 1959-65 furnished by Mr. Clarence J. Yaeger, then Assistant Director of the Cuyahoga County Welfare Department, in interview with staff member of the Commission on Mar. 9, 1966.

⁴ Absolute figures furnished by Mr. Clarence J. Yaeger. See preceding footnote. The number of persons includes caretakers, that is, mothers or relatives, and children.

TABLE 2.—Total expenditures (net) for the ADC¹ program, total expenditures exclusive of locally levied taxes, average number of cases and of persons in ADC program, expenditures per case and per person, Cuyahoga County, Ohio, 1960-65

	Total expenditures (net) ²		Total expenditures exclusive of locally levied taxes ⁴		Total expenditures				Total expenditures exclusive of locally levied taxes			
	Total	Percent	Total	Percent	Per case ⁵		Per person ⁵		Per case		Per person	
					Dollar amount	Percent	Dollar amount	Percent	Dollar amount	Percent	Dollar amount	Percent
1960	8,616,123	100.0	7,790,467	100.0	1,836.34	100.0	435.80	100.0	1,660.37	100.0	394.04	100.0
1961	10,246,489		9,446,086		1,853.90		443.42		1,709.08		408.78	
1962	11,713,985		10,890,951		1,789.76		429.63		1,664.01		399.45	
1963	14,541,053		13,676,632		1,875.78		451.33		1,764.27		424.50	
1964	16,939,146		16,076,251		1,926.65		468.22		1,828.51		444.37	
1965 ³	19,275,992	223.7	18,413,097	236.4	1,961.73	106.8	474.79	108.9	1,873.92	112.9	453.54	115.1

¹ Aid and services to needy families with children.

² For source, see table 1, footnote 2. The dollar amounts were taken from the tabulation "Total Expenditures for Aid to Dependent Children by Object of Expense, Ohio and Cuyahoga County, 1956-1965," attached to Mr. Adams' letter to the Commission dated Mar. 11, 1966.

³ For source, see table 1, footnote 3.

⁴ Obtained by subtracting locally levied taxes for the year in table 1.

⁵ The number of cases and of persons in the ADC program listed in table 1 were used to compute the average expenditure per case and per person.

TABLE 3.—*Locally levied taxes used for the AB¹ program, average number of cases and amount of taxes per case, Cuyahoga County, Ohio, 1960–65*

	Amount of taxes ²		Average number of cases ⁴		Locally levied taxes per case	
	Total	Percent	Total	Percent	Dollar amount	Percent
1960.....	\$14,739	100.0	285	100.0	51.72	100.0
1961.....	16,769		293		57.23	
1962.....	34,941		305		114.56	
1963.....	35,951		314		114.49	
1964.....	33,894		310		109.34	
1965 ³	37,863	256.9	308	108.1	122.93	237.7

¹ Aid to the blind.

² For source, see table 1, footnote 2.

³ For source, see table 1, footnote 3.

⁴ For source, see table 1, footnote 4.

TABLE 4.—Number of cases and persons in selected public assistance programs in Cuyahoga County, Ohio, January 1966, by race¹

	Cases		Number of persons					
			Total		Parent or relative		Children	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
ADC ²								
Total.....	10,311	100.0	42,954	100.0	10,311	100.0	32,643	100.0
White.....	1,473	14.3	5,465	12.7	1,473	14.3	3,992	12.2
Nonwhite.....	8,838	85.7	37,489	87.3	8,838	85.7	28,651	87.8
ADC-U ³								
Total.....	1,211	100.0	6,210	100.0	⁴ 1,211	100.0	4,999	100.0
White.....	295	24.4	1,427	23.0	295	24.4	1,132	22.6
Nonwhite.....	916	75.6	4,783	77.0	916	75.6	3,867	77.4
AB ^{4,5,7}								
Total.....	303	100.0	313	100.0				
White.....	120	39.6	123	39.3				
Nonwhite.....	183	60.4	190	60.7				
AFD ^{5,6,7}								
Total.....	2,784	100.0	2,847	100.0				
White.....	1,044	37.5	1,067	37.5				
Nonwhite.....	1,740	62.5	1,780	62.5				
POOR RELIEF ⁶								
Total.....	2,960	100.0	5,922	100.0				
White.....	796	26.9	1,711	28.9				
Nonwhite.....	2,164	73.1	4,211	71.1				

¹ The number of cases and persons in the public assistance programs listed in the table were derived from printout sheets furnished by the Cuyahoga County Welfare Department. These sheets also included other information about recipients in the programs. For details, see tables 11-15 and 21-23. The sheets from which the information in this table were obtained are identified by program as follows:

(a) "Client Payment Breakdown Projection Totals by Number in Relief Group ADC January 1966 Payroll."

(b) "Client Payment Breakdown Projection Totals by Number in Relief Group ADC-U January 1966 Payroll."

(c) "Client Payment Breakdown Projection Totals by Number in Relief Group Blind January [1966] Payroll."

(d) "Client Payment Breakdown Projection Totals by Number in Relief Group AFD January [1966] Payroll."

(e) "Client Payment Breakdown Projection Totals by Number in Relief Group [poor relief] City January 1966 Payroll."

(f) "Client Payment Breakdown Projection Totals by Number in Relief Group [poor relief] County [noncity cases] January [1966] Payroll."

The Cuyahoga County Welfare Department also assists the Soldiers' Relief Commission in administering a program of soldiers' relief. In January 1966 there were in this program 331 cases and 963 persons. These figures are not included in the table. Information furnished by Mr. John Manos, Cuyahoga County Welfare Department, in memorandum dated Mar. 28, 1966. The aid to the aged program was not administered by this department prior to July 1, 1966. There were in this program in the county in January 1966 a total of 9,538 recipients. (Dependents are not included.) This information (as well as other details about the aid to the aged program included in table 10) were furnished by phone by Mr. Kwegyir Agrey, Director, Cleveland District Office of the Ohio Department of Public Welfare, on Mar. 17 and 22, 1966.

² Aid and services to needy families with children.

³ Aid to needy families with children with unemployed parents.

⁴ Aid to the blind.

⁵ Aid to the permanently and totally disabled.

⁶ The totals include clients in nursing homes. Information furnished by Mr. John Manos, Cuyahoga County Welfare Department, by phone, Jan. 21, 1966. The breakdown between parent or relative and children was not available for the poor relief program. The cases listed in the poor relief program in Cuyahoga County in the table refer only to so-called "payroll" cases, that is, cases in which cash payments were made and with respect to which detailed information was available as to allowances, payments and food stamps, by race. There were, in January 1966, in the poor relief program in the county, an additional 1,335 so-called "daily" cases involving 3,921 persons, thus making a total of 4,295 cases and 9,843 persons who received home care. Many of the "daily" cases qualified for one of the federally financed categories of public assistance. However, because the necessary papers were not fully processed, or for other reasons, these cases were temporarily placed in the poor relief category. It should be emphasized, therefore, that the statistics for recipients in the poor relief program in this table and in tables 15, 20, and 23 relate to the "payroll" cases rather than to all cases. Information furnished by Mr. John Manos, by phone, Nov. 2, 1966, and also derived from the "Monthly Statistical Report on Poor Relief" prepared by the Cuyahoga County Welfare Department for the Ohio Department of Public Welfare, for January 1966.

⁷ The breakdown between parent or relative and children is not applicable to the AB and AFD programs.

⁸ The number of parents is approximate because in preparing this table the assumption was made that there was only 1 parent in each case in the ADC-U program.

TABLE 5.—Cash payments to recipients, January 1966, and vendor payments for medical and remedial care, October 1965, for selected public assistance programs in Cuyahoga County, Ohio

	Cash payments January 1966 ¹		Vendor payments for medical and remedial care, October 1965 ²	
	Amount	Percent	Amount	Percent
ADC.....	\$1,473,182.66	75.3	\$162,322.99	68.4
ADC-U.....	222,949.00	11.4	39,988.39	16.9
AB.....	26,921.00	1.4	4,134.72	1.7
AFD.....	234,344.00	12.0	30,774.67	13.0
Total.....	\$1,957,396.66	100.0	\$237,220.77	100.0
Poor relief.....	\$217,429.00		\$109,839.11	

¹ For source, see table 4, footnote 1.

² Dollar amounts were derived from "... Statistical Report of Medical and Remedial Care Provided Through Public Assistance Vendor Payments" for Cuyahoga County public assistance recipients, October 1965, prepared by the Cuyahoga County Welfare Department. This report also included other information about recipients in the programs listed. For details, see tables 24-28.

TABLE 6.—Total monthly cost standard for basic needs¹ for an ADC² family of four³, January 1965, and per capita personal income, 1964⁴, in Ohio and in other States⁴

	Total monthly cost standard for basic needs, January 1965 ⁵		Per capita personal income, 1964 ⁶	
	Dollars	Rank of State	Dollars	Rank of State
Nebraska.....	261.50	1	2,349	17
New York.....	255.65	2	3,162	2
New Jersey.....	245.80	3	3,005	5
Washington.....	238.30	4	2,635	9
California.....	229.40	5	3,103	3
Wisconsin.....	225.75	6	2,490	15
Indiana.....	223.87	7	2,544	14
Michigan.....	223.00	8	2,755	7
Minnesota.....	202.27	9	2,375	16
Oregon.....	198.75	10	2,606	10
Missouri.....	188.95	11	2,600	12
Illinois.....	187.36	12	3,041	4
Colorado.....	173.00	13	2,566	13
Maryland.....	167.50	14	2,867	6
Washington, D. C.....	166.00	15	3,544	1
Ohio.....	165.00	16	2,646	8
Pennsylvania.....	163.40	17	2,601	11

¹ The standard for basic needs refers to the composite of consumption items which all States recognize as needed by everyone in their public assistance programs such as food, clothing, shelter, and utilities. Most States also recognize personal incidentals, medicine chest, and household supplies as basic needs. "Monthly Cost Standards for Basic Needs Used by States for Specified Types of Old-Age Assistance Cases and Families Receiving Aid to Families with Dependent Children, January 1965," Welfare Administration, Bureau of Family Services, Division of Program Statistics and Analysis, August 1965, pp. 1-2.

² Aid and services to needy families with children.

³ Mother, boy age 14, and girls age 9 and 4.

⁴ The other States appear in the *Appendix to the Report and Recommendations on Public Welfare in Ohio with the Major Emphasis on Public Assistance*, issued by the Welfare Federation of Cleveland, Ohio, October 1964, the tables on pp. 31a-32a.

⁵ From table 3 in the document cited in footnote 1 above.

⁶ "Personal Income by States and Regions in 1964," *Survey of Current Business*, July 1965, table 2, p. 11.

TABLE 7.—*Total monthly cost standard for basic needs for an ADC family of four, January 1965, and per capita personal income, 1964, in Ohio and in 12 States surrounding Ohio*¹

	Total monthly cost standard for basic needs, January 1965		Per capita personal income, 1964	
	Dollars	Rank of State	Dollars	Rank of State
New York.....	255.65	1	3,162	2
New Jersey.....	245.80	2	3,005	4
Indiana.....	223.87	3	3,544	9
Michigan.....	223.00	4	2,755	6
Kentucky.....	193.00	5	1,830	13
Illinois.....	187.36	6	3,041	3
Virginia.....	187.00	7	2,239	10
Maryland.....	167.50	8	2,867	5
Washington, D.C.....	166.00	9	3,544	1
Ohio.....	165.00	10	2,646	7
Pennsylvania.....	163.40	11	2,501	8
Tennessee.....	160.45	12	1,859	12
West Virginia.....	143.97	13	1,965	11

¹ Footnotes 1 through 6 in table 6 apply equally here.

TABLE 8.—Allowance for ADC family of four provided in standard budget developed in 1959 compared with payment, various periods, 1960-66, Cuyahoga County, Ohio ¹

Chronology ²	Dollar value of standard budget developed in 1959	Payment ⁶	Payment as a percent of the standard budget
January to March 1960.....	³ 200.95	⁷ 170.81	85.0
Apr. 1 to approximately Sept. 30, 1960.....	³ 200.95	⁸ 160.76	80.0
Approximately Oct. 1, 1960, to Sept. 30, 1962.....	³ 200.95	⁹ 140.67	70.0
Oct. 1, 1962, to Jan. 31, 1963.....	³ 200.95	¹⁰ 150.71	75.0
Feb. 1, 1963, to Sept. 30, 1964.....	⁴ 216.00	¹¹ 164.00	75.9
Oct. 1, 1964, to Dec. 31, 1965.....	⁴ 216.00	¹² 165.00	76.4
Jan. 1, 1966, to date.....	⁵ 224.00	¹³ 170.00	75.9

¹ The chronology and the dollar amounts, including their components, were furnished by Mr. John J. Schaffer and Mr. Clarence J. Yaeger, then Director and Assistant Director, respectively, of the Cuyahoga County Welfare Department, in interview with a staff member of the Commission, Mar. 9, 1966. The data for payments prior to October 1960 were supplemented by a report dated Jan. 19, 1966, "Summary of Information Obtained From Clarence Yaeger on January 11, 1966," prepared by the Research Department, Cleveland Welfare Federation. More particularly, reference is made to attachment 3 to this report, "Public Assistance Payments in Cuyahoga County: January 1, 1960, to January 1, 1966." Relevant sections of the *Public Assistance Manual* issued by the Ohio Department of Public Welfare during the period were also studied. The source described above applies to the footnotes that follow.

² The chronology is approximate.

³ Calculated as follows:

Composite for food, clothing, personal care, and household supplies per month:	
Mother.....	\$35.95
Child, 2 and under.....	20.05
Child 3 to 5.....	23.45
Child 6 to 12.....	31.25
Total.....	\$110.70
Shelter maximum (6 rooms).....	\$70.00
Utilities.....	18.60
Subtotal.....	199.30
School supplies for child in elementary school.....	.65
School supplies for child in junior high school.....	1.00
Total.....	\$200.95

In the standard budget the sex of the child was significant only for teenage children, a larger cash payment being provided for a boy 13-17 than for a girl in the same age bracket.

⁴ Calculated as follows:

Composite for food, clothing, personal care, household supplies, and utilities for family of four.....		\$146
Shelter maximum (6 rooms).....		70
Total.....		\$216

All special allowances were averaged into the composite figure for food, clothing, etc. Prior to 1963 the amount allowable by the standard of 1959 was called the minimum standard. In 1963 a new terminology came into effect. The budget standard amount was called the maximum standard. The amount paid was called the standard.

⁵ Calculated as follows:

Composite for food, clothing, personal care, and household supplies for family of four.....		\$134
Shelter maximum and utilities (6 rooms).....		90
Total.....		\$224

⁶ The assumptions which entered into the calculation of the payment were that the family had no other source of income and that the rent paid was no less than the maximum allowable for the number of rooms for which a monthly allowance was made.

⁷ The product of 85 percent times \$200.95.

⁸ The product of 80 percent times \$200.95.

⁹ The product of 70 percent times \$200.95.

¹⁰ The product of 75 percent times \$200.95.

¹¹ Calculated as follows:

Composite for food, clothing, personal care, household supplies, and utilities for family of four.....		\$94
Shelter maximum (6 rooms).....		70
Total.....		\$164

¹² Calculated as follows:

Composite for food, clothing, personal care, and household supplies for family of four.....		\$75
Shelter maximum and utilities (6 rooms).....		90
Total.....		\$165

¹³ Calculated as follows:

Composite for food, clothing, personal care, and household supplies for family of four.....		\$80
Shelter maximum and utilities (6 rooms).....		90
Total.....		\$170

TABLE 9.—Allowance for ADC family of four provided in standard budget developed in 1959 and payment,¹ by components, various periods, 1960-66, Cuyahoga County, Ohio²

Chronology	Standard budget developed in 1959				Payment				
	Total dollar value	Dollar value for components			Total	By component			
		Rent and utilities	Food and other	Food and other as percent of total dollar value		Rent and utilities ³	Food and other	Food and other as percent of total payment	Food and other as percent of food and other in standard budget
January to March 1960.....	200.95	88.60	112.35	55.9	\$170.81	\$88.60	\$82.21	48.1	73.2
Apr. 1 to approximately Sept. 30, 1960.....	200.95	88.60	112.35	55.9	160.76	88.60	72.16	44.9	64.2
Approximately Oct. 1, 1960 to Sept. 30, 1962.....	200.95	88.60	112.35	55.9	140.67	88.60	52.07	37.0	46.3
Oct. 1, 1962 to Jan. 31, 1963.....	200.95	88.60	112.35	55.9	150.71	88.60	62.11	41.2	55.3
Feb. 1, 1963 to Sept. 30, 1964.....	216.00	³ 70.00	146.00	(⁵)	164.00	³ 70.00	94.00	(⁷)	(⁵)
Oct. 1, 1964 to Dec. 31, 1965.....	216.00	³ 70.00	146.00	(⁵)	165.00	⁴ 90.00	75.00	45.5	(⁵)
Jan. 1, 1966 to date.....	224.00	⁴ 90.00	134.00	59.8	170.00	⁴ 90.00	80.00	47.1	59.7

¹ On the assumptions that the family had no other source of income and that the rent paid was not less than the maximum allowable. These assumptions applied to table 8 as well.

² For source of breakdown of total dollar value into rent and utilities and food and other components, see table 8, footnote 1. See also footnotes 3, 4, 5, 11, 12, and 13 in the same table.

³ Rent only. Utilities are included in the food and other component.

⁴ Includes utilities.

⁵ If \$146 is reduced by \$19, the approximate amount allowable for utilities, then the amount allowable for food and other nonshelter items excluding utilities is 58.8 percent of the total dollar value.

⁶ The reader should be warned against making a misleading interpretation of the figures in the rent and utilities column in the period January 1960 to Jan. 31, 1963. It will be seen that the amount allocated for rent and utilities, \$88.60, is equal to the amount allowed for these items in the standard. The reader might be led to assume that it was the policy in the period to allow 100 percent of the amount provided in the standard for rent and utilities, thus leaving the remainder of the total payment for food and nonshelter items. This assumption would not be a correct one. The payment for an ADC family of four was determined by applying the applicable reduced percentage to the total amount allowed for in the standard. In tables 8 and 9 it has been assumed that the rent paid is no less than the maximum allowable in the standard for the family of four. It seemed reasonable, therefore, to assume that the amount allocated to rent and utilities out of the total payment would be equal to the amount allowed in the standard. In the period February 1963 to Sept. 30, 1964, it was the policy to maintain the payment for shelter at 100 percent of the amount allowed for in the standard. However, utilities were included in the food and other component and, therefore, took a reduction from the standard amount as did the other items in that component. Beginning October 1964 utilities were included in the shelter allowance at 100 percent of the standard. The reduction from the standard occurred, therefore, in the items included in the food and other component excluding utilities.

⁷ If \$94 which includes utilities is reduced by \$19, the approximate allowance for utilities, then the amount available for food and other nonshelter items excluding utilities, namely \$75, is 45.7 percent of the total payment.

⁸ On the basis indicated in footnote 5 and also if the amount allowable for food and other in the standard which includes utilities is also reduced by \$19, then the comparable percentage is 59.1.

TABLE 10.—Allowance for single recipient provided in standard budget developed in 1959 in selected public assistance programs compared with payment,¹ various periods, 1960-66, Cuyahoga County, Ohio²

Chronology by program	Standard budget developed in 1959			Payment			Payment as a percent of the standard
	Total dollar value	Dollar value for components		Total	Components		
		Rent and utilities	Food and other		Rent and utilities	Food and other	
AB: ³							
1960 to approximately October 1964.....	100.40	55.45	44.95	\$100.40	\$55.45	\$44.95	100.0
Approximately October 1964 to Sept. 30, 1965.....	103.00	55.00	48.00	103.00	55.00	48.00	100.0
Oct. 1, 1965, to date.....	107.00	55.00	52.00	107.00	55.00	52.00	100.0
AFD: ⁴							
1960 to approximately October 1964.....	100.40	55.45	44.95	95.38	55.45	39.93	95.0
Approximately October 1964 to Dec. 31, 1965.....	100.40	55.45	44.95	93.00	55.00	38.00	92.6
January 1966 to date.....	100.40	55.45	44.95	96.00	55.00	41.00	95.6
AA: ⁵							
September 1960 to November 1964.....	103.50	50.00	53.50	103.50	50.00	53.50	100.0
November 1964 to November 1965.....	105.50	50.00	55.50	105.50	50.00	55.50	100.0
November 1965 to date.....	109.50	50.00	59.50	109.50	50.00	59.50	100.0

¹ On the assumptions that the recipient had no other source of income and that the rent paid was no less than the maximum allowable.

² For source of dollar amounts for the AB and AFD programs, see table 8, footnote 1. Dollar amounts for the AA program were furnished by Mr. Kwegyir Agrey, Director, Cleveland District Office of the Ohio Department of Public Welfare, by phone, Mar. 17 and 22, 1966.

³ The special allowance of \$5 for drycleaning needs for aid to the blind recipients is excluded.

⁴ Aid to the permanently and totally disabled.

⁵ Aid to the aged.

TABLE 11.—All cases and persons and 4-person families only, in ADC program in Cuyahoga County, Ohio, total and average allowance by item, resource amount, and payment, January 1966, by race ¹

	Number of—				Allowance					Resource amount	Payment
	Cases	Persons, total	Care-takers	Children	Total amount	Personal	Utility	Shelter	Special		
Total, white and nonwhite.....	10,311	42,954	10,311	32,643	\$1,547,126.26	\$855,938.46	\$33.14	\$690,430.88	\$900.16	\$79,223.68	\$1,473,182.66
Average per case.....					150.05	83.01	0	66.96	.09	7.68	142.87
Average per recipient.....					36.02	19.93	0	16.07	.02	1.84	34.30
White only.....	1,473	5,465	1,473	3,992	200,832.96	110,364.00	-----	90,398.40	70.56	11,360.44	190,273.00
Average per case.....					136.34	74.92	-----	61.37	.05	7.71	129.17
Average per recipient.....					36.75	20.19	-----	16.54	.01	2.08	34.82
Nonwhite only.....	8,838	37,489	8,838	28,651	1,346,293.30	745,574.46	33.14	600,032.48	829.60	67,863.24	1,282,909.66
Average per case.....					152.33	84.36	0	67.89	.09	7.68	145.16
Average per recipient.....					35.91	19.89	0	16.01	.02	1.81	34.22
4-PERSON FAMILY ONLY (CARETAKER AND 3 CHILDREN)											
Total, white and nonwhite.....	1,979	7,916	1,979	5,937	294,837.42	157,237.00	-----	137,575.42	25.00	13,770.48	281,759.00
Average per case.....					148.98	79.45	-----	69.52	.01	6.96	142.37
Average per recipient.....					37.25	19.86	-----	17.38	0	1.74	35.59
White only.....	313	1,252	313	930	45,564.61	24,926.00	-----	20,638.61	-----	3,036.71	42,607.00
Average per case.....					145.57	79.64	-----	65.94	-----	9.70	136.12
Average per recipient.....					36.39	19.91	-----	16.48	-----	2.43	34.03
Nonwhite only.....	1,666	6,664	1,666	4,998	249,272.81	132,311.00	-----	116,936.81	25.00	10,733.77	239,152.00
Average per case.....					149.62	79.42	-----	70.19	.02	6.44	143.55
Average per recipient.....					38.41	19.85	-----	17.55	0	1.61	35.89

¹ For source of absolute figures, see table 4, footnote 1. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 12.—All cases and persons and 4-person families only in ADC-U program in Cuyahoga County, Ohio, total and average allowance by item, resource amount, and payment, January 1966, by race¹

	Number of—				Allowance					Resource amount	Payment
	Cases	Persons, total	Care-takers	Children	Total amount	Personal	Utility	Shelter	Special		
Total, white and nonwhite.....	1, 211	6, 210	1, 211	4, 999	\$231, 606. 42	\$142, 139. 00	-----	\$89, 134. 33	\$333. 09	\$9, 939. 64	\$222, 949. 00
Average per case.....					191. 25	117. 37	-----	73. 60	. 28	8. 21	184. 10
Average per recipient.....					37. 30	22. 89	-----	14. 35	. 05	1. 60	35. 90
White only.....	295	1, 427	295	1, 132	54, 447. 65	33, 211. 00	-----	21, 193. 97	42. 68	1, 633. 45	53, 206. 00
Average per case.....					184. 57	112. 58	-----	71. 84	. 14	5. 54	180. 36
Average per recipient.....					37. 04	23. 27	-----	14. 85	. 03	1. 14	37. 29
Nonwhite only.....	916	4, 783	916	3, 867	177, 158. 77	108, 928. 00	-----	67, 940. 36	290. 41	8, 306. 19	169, 743. 00
Average per case.....					193. 40	118. 92	-----	74. 17	. 32	9. 07	185. 31
Average per recipient.....					37. 04	22. 77	-----	14. 20	. 06	1. 74	35. 49
4-PERSON FAMILY ONLY (CARETAKER AND 3 CHILDREN)											
Total, white and nonwhite.....	199	796	199	597	33, 131. 90	19, 131. 00	-----	14, 000. 90	-----	1, 269. 13	32, 074. 00
Average per case.....					166. 49	45. 88	-----	70. 36	-----	6. 38	161. 18
Average per recipient.....					41. 62	24. 03	-----	17. 59	-----	1. 59	40. 29
White only.....	51	204	51	153	8, 597. 10	4, 973. 00	-----	3, 624. 10	-----	228. 30	8, 474. 00
Average per case.....					168. 57	97. 51	-----	71. 06	-----	4. 48	166. 16
Average per recipient.....					42. 14	24. 38	-----	17. 77	-----	1. 12	41. 54
Nonwhite only.....	148	592	148	444	24, 534. 80	14, 158. 00	-----	10, 376. 80	-----	1, 040. 83	23, 600. 00
Average per case.....					165. 78	95. 66	-----	70. 11	-----	7. 03	159. 46
Average per recipient.....					41. 44	23. 92	-----	17. 53	-----	1. 76	39. 86

¹ For source of absolute figures, see table 4, footnote 1. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 13.—All cases and persons in AB program in Cuyahoga County, Ohio, total and average allowance by item, resource amount, and payment, January 1966, by race ¹

	Number of—		Allowance					Resource amount	Payment
	Cases	Persons	Total amount	Personal	Utility	Shelter	Special		
Total, white and nonwhite.....	303	313	\$30,472.50	\$20,750.00	\$8.00	\$9,232.12	\$482.38	\$3,650.91	\$26,921.00
Average per case.....			100.57	68.48	.03	30.47	1.59	12.05	88.85
Average per recipient.....			97.36	66.29	.03	29.50	1.54	11.66	86.01
White only.....	120	123	12,498.39	9,177.00	8.00	3,002.69	310.70	1,978.33	10,551.00
Average per case.....			104.15	76.48	.07	25.02	2.59	16.49	87.93
Average per recipient.....			101.61	74.61	.07	24.41	2.53	16.08	85.78
Nonwhite only.....	183	190	17,974.11	11,573.00		6,229.43	171.68	1,672.58	16,370.00
Average per case.....			98.22	63.24		34.04	.94	9.14	89.45
Average per recipient.....			94.60	60.91		32.79	.90	8.80	86.16

¹ For source of absolute figures, see table 4, footnote 1. Nursing home clients are included; there were 21 white and 10 nonwhite clients. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 14.—All cases and persons in AFD program in Cuyahoga County, Ohio, total and average allowance by item, resource amount, and payment, January 1966, by race¹

	Number of—		Allowance					Resource amount	Payment
	Cases	Persons	Total amount	Personal	Utility	Shelter	Special		
Total, white and nonwhite.....	2,784	2,847	\$258,813.81	\$173,399.00	\$163.76	\$82,503.81	\$2,747.24	\$25,819.54	\$234,344.00
Average per case.....			92.96	62.28	.06	29.63	.99	9.27	84.18
Average per recipient.....			90.91	60.91	.06	28.98	.96	9.07	82.31
White only.....	1,044	1,067	110,152.42	84,002.00	52.05	24,463.71	1,634.66	14,610.89	96,125.00
Average per case.....			105.51	80.46	.05	23.43	1.57	14.00	92.07
Average per recipient.....			103.24	78.73	.05	22.93	1.53	13.69	90.09
Nonwhite only.....	1,740	1,780	148,661.39	89,397.00	111.71	58,040.10	1,112.58	11,208.65	138,219.00
Average per case.....			85.44	51.38	.06	33.36	.64	6.44	79.44
Average per recipient.....			83.52	50.22	.06	32.61	.63	6.30	77.65

¹ For source of absolute figures, see table 4, footnote 1. Nursing home clients are included; there were 315 white and 139 nonwhite clients. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 15.—All cases and persons and 4-person families only in poor relief program in Cuyahoga County, Ohio, total and average allowance by item, resource amount, and payment, January 1966, by race ¹

	Number of—		Allowance					Resource amount	Payment
	Cases	Persons	Total amount	Personal	Utility	Shelter	Special		
Total, white and nonwhite.....	2,960	5,922	\$317,224.77	\$176,274.50	\$13,169.70	\$125,134.61	\$2,645.96	\$13,243.06	\$217,429.00
Average per case.....			107.17	59.55	4.45	42.28	.89	4.47	73.46
Average per recipient.....			53.57	29.77	2.22	21.13	.45	2.24	36.72
White only.....	796	1,711	90,447.93	53,355.95	3,946.88	32,428.07	717.03	5,396.36	61,980.00
Average per case.....			113.63	67.03	4.96	40.74	.90	6.78	77.86
Average per recipient.....			52.86	31.18	2.31	18.95	.42	3.15	36.22
Nonwhite only.....	2,164	4,211	226,776.84	122,918.55	9,222.82	92,706.54	1,928.93	7,846.70	155,449.00
Average per case.....			104.80	56.80	4.26	42.84	.89	3.63	71.83
Average per recipient.....			53.85	29.19	2.19	22.02	.46	1.86	36.91
4-PERSON FAMILY ONLY									
Total, white and nonwhite.....	127	508	20,410.41	11,668.40	1,431.29	7,259.93	50.79	480.14	14,350.00
Average per case.....			160.71	91.88	11.27	57.16	.40	3.78	112.99
Average per recipient.....			40.18	22.97	2.82	14.29	.10	.95	28.25
White only.....	45	180	7,315.84	4,226.00	460.92	2,623.92	5.00	242.44	5,070.00
Average per case.....			162.57	93.91	10.24	58.31	.11	5.39	112.67
Average per recipient.....			40.64	23.48	2.56	14.68	.03	1.35	28.17
Nonwhite only.....	82	328	13,094.57	7,442.40	970.37	4,636.01	45.79	237.70	9,280.00
Average per case.....			159.69	90.76	11.83	56.54	.56	2.90	113.17
Average per recipient.....			39.92	22.69	2.96	14.13	.14	.72	28.29

¹ For source of absolute figures, see table 4, footnote 1. Nursing home clients are included; there were 45 white and 25 nonwhite clients. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 16.—Food stamp certification of all cases and persons and of 4-person families only in the ADC program in Cuyahoga County, total and average value of stamps, amount to pay, and bonus, January 1966, by race ¹

	Number of—				Total value of stamps	Amount to pay	Bonus
	Cases	Persons, total	Caretakers	Children and noncare-takers			
Total, white and nonwhite.....	8,984	48,657	8,984	39,673	\$730,543.00	\$446,102.00	\$284,441.00
Average per case.....					81.32	49.66	31.66
Average per recipient.....					15.01	9.17	5.85
White only.....	1,256	6,138	1,256	4,882	92,780.00	56,136.00	36,644.00
Average per case.....					73.87	44.69	29.18
Average per recipient.....					15.12	9.15	5.97
Nonwhite only.....	7,728	42,519	7,728	34,791	637,763.00	389,966.00	247,797.00
Average per case.....					82.53	50.46	32.06
Average per recipient.....					15.00	9.17	5.83
4-PERSON FAMILY ONLY							
Total, white and nonwhite.....	2,007	8,028	2,007	6,021	120,367.00	70,592.00	49,775.00
Average per case.....					59.97	35.17	24.80
Average per recipient.....					14.99	8.79	6.20
White only.....	314	1,256	314	942	18,920.00	11,110.00	7,810.00
Average per case.....					60.25	35.38	24.87
Average per recipient.....					15.06	8.85	6.22
Nonwhite only.....	1,693	6,772	1,693	5,079	101,447.00	59,482.00	41,965.00
Average per case.....					59.92	35.13	24.79
Average per recipient.....					14.98	8.78	6.20

¹ The absolute figures in this table and in tables 17-20 were derived from printout sheets furnished by the Cuyahoga County Welfare Department. Averages shown were computed by the U.S. Commission on Civil Rights. The sheets from which the information in this table and tables 17-20 were obtained are identified by program as follows:

(a) "Food Stamp Supplement to Payment Breakdown Projection Report January [1966] ADC Payroll."

(b) "Food Stamp Supplement to Payment Breakdown Projection Report ADC-U January 1966 Payroll."

(c) "Food Stamp Supplement to Payment Breakdown Projection Report Blind January [1966] Payroll."

(d) "Food Stamp Supplement to Payment Breakdown Projection Report AFD January [1966] Payroll."

(e) "Food Stamp Supplement to Payment Breakdown Projection Report [poor relief] City January 1966 Payroll."

(f) "Food Stamp Supplement to Payment Breakdown Projection Report [poor relief] County [nocity cases] January [1966] Payroll."

The figures in this table need not tally with the figures in table 11 which deals with persons in the ADC program. The figures in this table 16 represent certification rather than participation. Some families may not participate although certified. Similar information for participation is not available. Persons who are not included in an assistance group may be included in the family for food stamp program purposes provided they eat at the family table, for example, as boarders, and otherwise meet the income qualifications for eligibility in the program. Interpretative information supplied by Mr. John Manos, Cuyahoga County Welfare Department, by phone, Feb. 1 and Mar. 28, 1966.

TABLE 17.—Food stamp certification of cases and persons and of 4-person families only in the ADC-U program in Cuyahoga County, total and average value of stamps, amount to pay, and bonus, January 1966, by race ¹

	Number of—				Total value of stamps	Amount to pay	Bonus
	Cases	Persons, total	Caretakers	Children and noncaretakers			
Total, white and nonwhite.....	1, 145	8, 472	1, 145	7, 327	\$139, 780. 00	\$100, 368. 00	\$39, 412. 00
Average per case.....					122. 08	87. 66	34. 42
Average per recipient.....					16. 50	11. 85	4. 65
White only.....	286	2, 004	286	1, 718	33, 206. 00	23, 746. 00	9, 460. 00
Average per case.....					116. 10	83. 03	33. 08
Average per recipient.....					16. 57	11. 85	4. 72
Nonwhite only.....	859	6, 468	859	5, 609	106, 574. 00	76, 622. 00	29, 952. 00
Average per case.....					124. 07	89. 20	34. 87
Average per recipient.....					16. 48	11. 85	4. 63
4-PERSON FAMILY ONLY							
Total, white and nonwhite.....	121	484	121	363	8, 764. 00	6, 298. 00	2, 466. 00
Average per case.....					72. 43	52. 05	20. 38
Average per recipient.....					18. 11	13. 01	5. 10
White only.....	34	136	34	102	2, 428. 00	1, 726. 00	702. 00
Average per case.....					71. 41	50. 76	20. 65
Average per recipient.....					17. 85	12. 69	5. 16
Nonwhite only.....	87	348	87	261	6, 336. 00	4, 572. 00	1, 764. 00
Average per case.....					72. 83	52. 55	20. 28
Average per recipient.....					18. 21	13. 14	5. 07

¹ For source of absolute figures and for other relevant information, see table 16, footnote 1. The figures in this table may differ from those in table 12 for the reasons noted.

TABLE 18.—Food stamp certification of all cases and persons and of 4-person families only in the AB program in Cuyahoga County, total and average value of stamps, amount to pay, and bonus, January 1966, by race ¹

	Number of—		Total value of stamps	Amount to pay	Bonus
	Cases	Persons			
Total, white and nonwhite	127	217	\$4,836.00	\$3,394.00	\$1,442.00
Average per case.....			38.08	26.72	11.35
Average per recipient.....			22.29	15.64	6.65
White only.....	33	52	1,236.00	882.00	354.00
Average per case.....			37.45	26.73	10.73
Average per recipient.....			23.77	16.96	6.81
Nonwhite only.....	94	165	3,600.00	2,512.00	1,088.00
Average per case.....			38.30	26.72	11.57
Average per recipient.....			21.82	15.22	6.59
4-PERSON FAMILY ONLY					
Total, white and nonwhite.....	4	16	348.00	232.00	116.00
Average per case.....			87.00	58.00	29.00
Average per recipient.....			21.75	14.50	7.25
White only.....	0	0			
Average per case.....					
Average per recipient.....					
Nonwhite only.....	4	16	348.00	232.00	116.00
Average per case.....			87.00	58.00	29.00
Average per recipient.....			21.75	14.50	7.25

¹ For source of absolute figures and for other relevant information, see table 16, footnote 1. The figures in this table may differ from those in table 13 for the reasons noted.

TABLE 19.—Food stamp certification of all cases and persons and of 4-person families only in the AFD program in Cuyahoga County, total and average value of stamps, amount to pay, and bonus, January 1966, by race ¹

	Number of—		Total value of stamps	Amount to pay	Bonus
	Cases	Persons			
Total, white and nonwhite	1,552	2,177	\$45,016.00	\$30,038.00	\$14,978.00
Average per case			29.01	19.35	9.65
Average per recipient			20.68	13.80	6.88
White only	434	618	12,708.00	8,572.00	4,136.00
Average per case			29.28	19.75	9.53
Average per recipient			20.56	13.87	6.69
Nonwhite only	1,118	1,559	32,308.00	21,466.00	10,842.00
Average per case			28.90	19.20	9.70
Average per recipient			20.72	13.77	6.95
4-PERSON FAMILY ONLY					
Total, white and nonwhite	24	96	1,752.00	1,076.00	676.00
Average per case			73.00	44.83	28.17
Average per recipient			18.25	11.21	7.04
White only	6	24	368.00	228.00	140.00
Average per case			61.33	38.00	23.33
Average per recipient			15.33	9.50	5.83
Nonwhite only	18	72	1,384.00	848.00	536.00
Average per case			76.89	47.11	29.78
Average per recipient			19.22	11.78	7.44

¹ For source of absolute figures and for other relevant information, see table 16, footnote 1. The figures in this table may differ from those in table 14 for the reasons noted.

TABLE 20.—*Food stamp certification of all cases and persons and of 4-person families only in the poor relief program in Cuyahoga County, total and average value of stamps, amount to pay, and bonus, January 1966, by race*¹

	Number of—		Total value of stamps	Amount to pay	Bonus
	Cases	Persons			
Total, white and nonwhite.....	2,728	6,099	\$101,520.00	\$54,064.00	\$47,456.00
Average per case.....			37.21	19.82	17.40
Average per recipient.....			16.65	8.86	7.78
White only.....	707	1,701	28,350.00	15,008.00	13,342.00
Average per case.....			40.10	21.23	18.87
Average per recipient.....			16.67	8.82	7.84
Nonwhite only.....	2,021	4,398	73,170.00	39,056.00	34,114.00
Average per case.....			36.20	19.33	16.88
Average per recipient.....			16.64	8.88	7.76
4-PERSON FAMILY ONLY					
Total, white and nonwhite.....	138	552	9,810.00	4,884.00	4,926.00
Average per case.....			71.09	35.39	35.70
Average per recipient.....			17.77	8.85	8.92
White only.....	44	176	3,124.00	1,534.00	1,590.00
Average per case.....			71.00	34.86	36.14
Average per recipient.....			17.75	8.72	9.03
Nonwhite only.....	94	376	6,686.00	3,350.00	3,336.00
Average per case.....			71.13	35.64	35.49
Average per recipient.....			17.78	8.91	8.87

¹ For source of absolute figures and for other relevant information, see table 16, footnote 1. The figures in this table may differ from those in table 15 for the reasons noted.

TABLE 21.—Families in the ADC program in Cuyahoga County, by number of children, average total allowance, average resource amount, and average total payment per family, January 1966, by race ¹

Number of children	Number of families			Average total allowance per family			Average resource amount per family			Average actual payment per family		
	Total	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite
1.....	2,176	402	1,774	\$96.94	\$97.02	\$96.92	\$4.77	\$6.94	\$4.28	\$92.73	\$91.04	\$93.12
2.....	2,434	376	2,058	121.87	118.83	122.43	6.14	5.77	6.21	115.93	113.34	116.41
3.....	1,979	313	1,666	148.98	145.57	149.62	6.96	9.70	6.44	142.37	136.12	143.55
4.....	1,487	180	1,307	171.98	167.56	172.59	9.54	7.59	9.81	163.09	160.23	163.49
5.....	964	97	867	193.47	187.48	194.14	9.74	8.01	9.93	184.53	180.64	184.97
6.....	614	68	546	214.89	204.31	216.21	9.33	11.40	9.07	206.02	192.94	207.65
7.....	325	22	303	238.70	232.81	239.13	13.53	4.79	14.17	225.22	228.05	225.01
8.....	176	8	168	263.04	255.60	263.40	13.46	18.00	13.24	250.22	237.50	250.82
9.....	77	3	74	284.73	285.33	284.71	18.58	65.67	16.67	269.00	226.00	270.74
10.....	52	3	49	309.50	325.83	308.50	-----	0	27.60	288.73	338.33	285.69
11.....	17	1	16	326.22	348.00	324.86	-----	0	44.18	289.71	362.00	285.19
12.....	5	0	5	-----	-----	210.95	-----	-----	55.19	-----	-----	155.80
13.....	3	0	3	-----	-----	389.66	-----	-----	12.50	-----	-----	388.31
14.....	2	0	2	-----	-----	444.28	-----	-----	127.25	-----	-----	360.50

¹ For source of absolute figures, see table 4, footnote 1. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 22.—Families in the ADC-U program in Cuyahoga County, by number of children, average total allowance, average resource amount, and average total payment per family, January 1966, by race ¹

Number of children	Number of families			Average total allowance per family			Average resource amount per family			Average actual payment per family		
	Total	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite
1.....	164	44	120	\$119.35	\$122.53	\$118.18	\$3.37	\$4.51	\$2.95	\$116.73	\$118.84	\$115.96
2.....	196	54	142	141.63	143.97	140.75	5.21	5.73	5.01	137.02	138.69	136.39
3.....	199	51	148	166.49	168.57	165.78	6.38	4.48	7.03	161.18	166.16	159.46
4.....	175	44	131	185.88	185.29	186.07	6.91	5.69	7.33	179.63	180.30	179.40
5.....	142	35	107	213.27	209.42	214.53	8.52	4.86	9.72	206.44	208.31	205.82
6.....	136	30	106	235.40	232.43	236.24	11.32	4.22	13.93	224.68	229.03	223.45
7.....	85	17	68	256.61	253.35	257.43	8.50	7.41	8.77	249.82	245.94	250.66
8.....	57	11	46	279.67	280.60	279.45	24.09	20.36	24.98	256.82	262.27	255.52
9.....	28	4	24	301.84	284.75	304.69	0	0	15.63	291.57	284.75	292.71
10.....	13	3	10	327.48	330.67	326.53	0	0	30.50	307.92	336.33	296.40
11.....	8	1	7	350.77	342.14	352.00	0	0	51.76	309.00	342.00	304.29
12.....	5	1	4	371.00	363.00	373.00	0	0	0	372.80	363.00	375.25
13.....	3	0	3			396.67			0			400.33

¹ For source of absolute figures, see table 4, footnote 1. Averages were computed by the U.S. Commission on Civil Rights.

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TABLE 23.—Families in the poor relief program in Cuyahoga County, by number of persons in family, average total allowance, average resource amount, and average total payment per family, January 1966, by race ¹

Number of persons in family	Number of families			Average total allowance per family			Average resource amount per family			Average actual payment per family		
	Total	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite	All families	White	Nonwhite
1.....	2,024	515	1,509	\$78.72	\$83.80	\$76.98	\$3.13	\$7.22	\$1.73	\$54.76	\$57.56	\$53.80
2.....	298	80	218	117.40	114.34	118.52	7.07	9.71	6.11	77.37	72.23	79.25
3.....	170	45	125	133.64	136.07	132.77	2.95	.13	3.96	92.51	96.98	90.90
4.....	127	45	82	160.71	162.57	159.69	3.78	5.39	2.90	112.99	112.67	113.17
5.....	112	40	72	190.82	184.77	194.18	7.17	3.41	9.26	130.04	130.28	129.90
6.....	79	26	53	209.73	200.64	214.18	8.31	2.92	10.95	142.48	141.08	143.17
7.....	66	20	46	242.31	230.79	247.31	11.02	11.65	10.75	163.29	154.35	167.17
8.....	38	11	27	271.36	270.05	271.90	9.91	9.08	10.25	183.76	183.73	183.78
9.....	18	9	9	299.30	304.23	294.38	35.72	11.77	59.68	178.83	205.78	151.89
10.....	6	2	4	316.38	314.50	317.31	36.96	0	55.44	191.33	227.00	173.50
11.....	10	1	9	346.36	340.45	347.01	14.60	0	16.22	232.20	246.00	230.67
12.....	6	1	5	388.39	387.85	388.50	0	0	0	277.50	279.00	277.20
13.....	5	1	4	401.73	415.35	398.32	48.32	0	60.41	241.60	305.00	225.75
14.....	0	0	0									
15.....	1	0	1			453.13			0			324.00

¹ For source of absolute figures, see table 4, footnote 1. Averages were computed by the U.S. Commission on Civil Rights.

TABLE 24.—Families in the ADC program in Cuyahoga County, Ohio, receiving medical or remedial care, total and average amount of vendor payments by type of care, October 1965, by race ¹

	Total			White			Nonwhite		
	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family
Total.....	2,554	\$162,322.99	\$63.56	390	\$26,376.84	\$67.63	2,164	\$135,946.15	\$62.82
Inpatient hospital care.....	400	124,580.69	311.45	57	18,965.56	332.73	343	105,615.13	307.92
Physicians' services.....	1,821	27,690.80	15.21	298	4,869.39	16.34	1,523	22,821.41	14.98
Other practitioners' services.....	0								
Dental care.....	64	4,607.95	72.00	24	1,678.95	69.96	40	2,929.00	73.23
Prescribed drugs.....	479	5,077.05	10.60	56	858.94	15.34	423	4,218.11	9.97
Other care.....	8	366.50	45.81	1	4.00	4.00	7	362.50	51.79

¹ For source of absolute figures, see table 5, footnote 2. Averages were computed by the U.S. Commission on Civil Rights. It will be noted that the number of cases or families is recorded rather than persons. Several members of a family may have received a type of care in the period but inasmuch as the family is a case, only 1 case would be recorded. Emergency hospital care was not included. Interpretative information supplied by Miss Tommy Roberts, Cuyahoga County Welfare Department, by phone, Jan. 21 and Mar. 28, 1966.

TABLE 25.—Families in the ADC-U program in Cuyahoga County, Ohio, receiving medical or remedial care, total and average amount of vendor payments by type of care, October 1965, by race ¹

	Total			White			Nonwhite		
	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family
Total.....	469	\$39,988.39	\$85.26	140	\$12,657.15	\$90.41	329	\$27,331.24	\$83.07
Inpatient hospital care.....	80	31,794.55	397.43	26	10,435.56	401.37	54	21,358.99	395.54
Physicians' services.....	367	6,257.51	17.05	114	1,924.47	16.88	253	4,333.04	17.13
Other practitioners' services.....	0								
Dental care.....	11	1,070.00	97.27	4	181.00	45.25	7	889.00	127.00
Prescribed drugs.....	54	866.33	16.04	11	116.12	10.56	43	750.21	17.45
Other care.....	0								

¹ For source of absolute figures, see table 5, footnote 2. See also table 24, footnote 1.

TABLE 26.—Families in the AB program in Cuyahoga County, Ohio, receiving medical or remedial care, total and average amount of vendor payments, by type of care, October 1965, by race ¹

	Total			White			Nonwhite		
	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family
Total.....	48	\$4,134.72	\$86.14	21	\$1,782.53	\$84.88	27	\$2,352.19	\$87.12
Inpatient hospital care.....	6	3,249.74	541.62	2	1,288.80	644.40	4	1,960.94	490.24
Physicians' services.....	18	243.90	13.55	8	101.08	12.64	10	142.82	14.28
Other practitioners' services.....	9	100.50	11.17	5	63.25	12.65	4	37.25	9.31
Dental care.....	3	194.00	64.67	1	150.00	150.00	2	44.00	22.00
Prescribed drugs.....	18	346.58	19.25	9	179.40	19.93	9	167.18	18.58
Other care.....	0								

¹ For source of absolute figures, see table 5, footnote 2. See also table 24, footnote 1.

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TABLE 27.—Families in the AFD program in Cuyahoga County, Ohio, receiving medical or remedial care, total and average amount of vendor payments, by type of care, October 1965, by race ¹

	Total			White			Nonwhite		
	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family
Total.....	748	\$30,774.67	\$41.14	279	\$15,197.29	\$54.47	469	\$15,577.38	\$33.21
Inpatient hospital care.....	51	19,706.86	386.41	23	9,891.31	430.06	28	9,815.55	350.56
Physicians' services.....	466	5,762.33	12.37	156	2,063.15	13.23	310	3,699.18	11.93
Other practitioners' services.....	15	32.00	2.13	13	28.00	2.15	2	4.00	2.00
Dental care.....	18	768.50	42.69	10	423.00	42.30	8	345.50	43.19
Prescribed drugs.....	281	4,319.92	15.37	126	2,626.26	20.84	155	1,693.66	10.93
Other care.....	8	185.06	23.13	6	165.57	27.60	2	19.49	9.75

¹ For source of absolute figures, see table 5, footnote 2. See also table 24, footnote 1.

TABLE 28.—Families in poor relief program in Cuyahoga County, Ohio, receiving medical or remedial care, total and average amount of vendor payments, by type of care, October 1965, by race ¹

	Total			White			Nonwhite		
	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family	Number of families	Amount spent	Average per family
Total.....	1,307	\$109,839.11	\$84.04	313	\$34,389.89	\$109.87	994	\$75,449.22	\$75.90
Inpatient hospital care.....	168	97,271.11	578.99	49	31,006.33	632.78	119	66,264.78	556.85
Physicians' services.....	1,157	12,008.21	10.38	265	3,239.51	12.22	892	8,768.70	9.83
Other practitioners' services.....	0								
Dental care.....	0								
Prescribed drugs.....	81	559.79	6.91	16	144.05	9.00	65	415.74	6.40
Other care.....	0								

¹ For source of absolute figures, see table 5, footnote 2. See also table 24, footnote 1.

TABLE 29

City worker's family budget for four for food at home, clothing, and personal care, annual basis, Cleveland, autumn 1959 ¹	Weighted average of allowance for food, clothing, household supplies, and personal care in 1960 for ADC family of four in Cleveland, 12-month basis ²	ADC allowance for food, etc., as a percent of food, etc., component of city worker's family budget
\$2,068	\$835.80	40.4

¹ In lieu of the allowance for clothing for the husband, the clothing allowance of 1 of the 2 children was counted twice. The total shown is constituted as follows:

Food at home.....	\$1,431
Clothing.....	504
Personal care.....	133
Total.....	\$2,068

See Helen H. Lamale and Margaret S. Stotz, "The Interim City Worker's Family Budget," *Monthly Labor Review*, August 1960, passim, and table 3, p. 789.

² Calculated from data in table 8.

TABLE 30

Social Security Administration poverty index per year on national basis, at economy level, for family of four with female head, January 1964 ¹	Cash allowance for ADC family of four plus cost of medical care, ² 12-month basis, Cleveland, January 1966	ADC allowance, cash and medical, as a percent of poverty index
\$3,115	\$2,203	70.7

¹ Mollie Orshansky, "Counting the Poor: Another Look at the Poverty Profile," *Social Security Bulletin*, January 1965, table E, p. 28.

² The necessary data are not available for calculating the medical cost for an ADC family of four in January 1966. The most recent available data apply to October 1965 (see table 24). At that time 2,554 ADC families received medical and remedial care. The amount spent for vendor payments was \$162,323. The average cost for all ADC families is needed and not the cost for those families only who received medical care. In October 1965 there were 10,022 families on ADC (information furnished by phone by Mr. Clarence J. Yaeger, then Assistant Director, Cuyahoga County Welfare Department, in interview with Commission staff member, March 18, 1966) and, thus, the average cost of medical care for these families was \$13.57 or, on a 12-month basis, \$162.84. The cash payment for a family of four for a 12-month period was \$170 × 12 = \$2,040. The total payment, cash and medical care, thus totals \$2,203. Information about ADC families receiving medical and remedial care in October 1965 are available by race in table 24. Because of their intrinsic interest, tables 25-28 are included which furnish comparable information for recipients in the ADC-U, AB, AFD, and poor relief programs in Cuyahoga County in October 1965.



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