

Recipients of Old-Age Assistance: Their Requirements

by CHARLES E. HAWKINS*

The States vary widely in the requirements they recognize in determining if a person needs old-age assistance and how much help he requires. In 1953, as part of a nationwide study sponsored by the Bureau of Public Assistance, the States collected information, on a sample basis, on the total requirements recognized for all recipients under their old-age assistance programs and, for two recipient groups, on the detailed items that made up recipients' total requirements. The analysis that follows is based on these State reports.

WHETHER an aged person is eligible for old-age assistance and, if so, the amount of assistance to which he is entitled depend in large part on two factors. One is the amount of his own income and resources. The other factor is the total cost of his living requirements, as they have been established for a needy person by the State in which he receives aid. Requirements are ordinarily expressed as the monetary value of the goods and services recognized by a State agency as essential to an individual in given circumstances.

A few States establish by law one money amount intended to represent the total of the amounts for consumption items making up a standard of living and to provide all recipients with the same purchasing power. Most States, however, establish standards of quantity and quality for specified consumption items, secure prices for these goods and services, and derive amounts for individual items that are used to determine the total costs of requirements for persons in different circumstances. Total costs of requirements are intended to be uniform for all persons within the State who are in similar circumstances. There may be recognition, however, of cost differentials that arise from differences among recipients in living arrangements, location within the State, sex, health, and

many other factors. Quantity and quality standards for specified consumption items may be priced periodically, either in all local areas or in areas selected as representative of the State as a whole.

A study of the requirements, incomes, resources, and social characteristics of recipients of old-age assistance was made on a sample basis early in 1953 in almost all jurisdictions administering old-age assistance programs.¹ The dollar amount for their total requirements was obtained for all recipients. Information on the amounts included in the assistance plans of recipients for specified consumption items was secured, however, for only two selected groups of recipients—(1) persons living alone, maintaining their own households, and preparing their own food; and (2) couples receiving two old-age assistance payments and living by themselves in their own households. These two relatively homogeneous groups represented nearly half of all recipients included in the study. Comparisons among the States with respect to details of the assistance plans would not have been meaningful for all recipients combined because of the many differences among the recipients in living arrangements and other characteristics. The specified consumption items were: food, clothing,

shelter, fuel and utilities, personal incidentals, household operating expenses, medical care, and "other items included in specified circumstances."

The States differ in the number and kinds of requirements they recognize in determining if a person needs old-age assistance to supplement his other income. All States recognize food, clothing, shelter, and fuel and utilities as "basic" consumption items—that is, items needed by everyone. Some States may consider additional items as basic. For the purposes of this study, items described by the States as "personal care" and "recreation" and similar items were combined under the designation "personal incidentals." Some States also include as basic requirements such items as cleaning supplies, replacement of bedding, and kitchen utensils. Costs of these items were also combined in the study, under the designation "household operating expenses." Most States recognize also that additional "special" needs arise for some persons under specified conditions. The most common special need recognized by the States is that for medical care, and the amounts included for such care in the assistance plans of recipients were specifically identified in the study. Other items, such as transportation, telephone, laundry, and special diets, that were recognized as requirements in specified circumstances were combined in the study and designated "other items included in specified circumstances."

The data show, for the two groups of recipients, the extent to which amounts included by the States for specified requirements tended to vary or to concentrate at certain levels within States and the extent of differences among States in the amounts included for specified requirements.

Basic Requirements

For each basic requirement about which information was requested in the study, there were some recipients

¹ For study data on income and resources, see Charles E. Hawkins, "Income and Resources of Recipients of Old-Age Assistance," *Social Security Bulletin*, April 1956. For tabular data by State and highlights from this study see *Recipients of Old-Age Assistance in Early 1953 (Part I—State Data)*, Public Assistance Report No. 26, June 1955.

* Mr. Hawkins was formerly on the staff of the Division of Program Statistics and Analysis, Bureau of Public Assistance; he is now Legislative Reference Officer, Office of the Commissioner.

for whom no separate amount was shown in the assistance plan. This situation resulted primarily from the procedure followed by several States of combining amounts for two or more basic consumption items. Data for these States were included in the distributions of amounts shown for specified consumption items. The practice in some States of not assigning a money value to income in kind also results in the absence of an amount for a particular requirement for certain recipients. Some States omit costs for items met by such income from the total cost of requirements.

Total Cost of Requirements

The States were asked to include in their reports the total costs of all requirements of the recipients in the study except the cost of medical care for which payment was made directly to the suppliers of such care. They were asked to report separately the amounts paid in the study month to vendors of medical services. In this article the section on special requirements for medical care discusses data both on these payments and on amounts included for medical care in the recipients' assistance plans.

For all recipients living alone, the median cost of their requirements, nationally, was about \$69. For most of them the total cost of all requirements included in their assistance plans ranged from \$55.00 up to \$100.00; it was \$55.00-\$74.99 for 38 percent and \$75.00-\$99.99 for about 33 percent. The assistance plans of about 24 percent of the recipients living alone showed an amount of less than \$55 for the cost of total requirements, and for nearly 5 percent the total cost was \$100 or more.

The national median cost of all requirements for all couples receiving two old-age assistance payments and maintaining their own households was about \$110. For a majority of the couples, the total cost of all requirements was \$75.00-\$124.99; for somewhat fewer than 27 percent it was \$75.00-\$99.99, and for more than 33 percent, \$100.00-\$124.99. For about 10 percent of the couples the assistance plans showed a cost for all requirements of less than \$75, and for

about 30 percent the cost was \$125 or more.

Within practically all States, the total cost of all requirements both for recipients living alone and for couples varied widely. There were also substantial differences among the States in the median amount shown as the total cost. For recipients living alone, the State median amounts ranged from about \$41 in South Carolina to \$91 in California. The median cost for this group was less than \$55 in 12 States and more than \$80 in seven States. For couples, the range in State medians was from about \$63 in South Carolina to \$180 in Colorado; in 13 States the median was less than \$90, and in seven States it exceeded \$120.

Food

For about 15 percent of the recipients included in the study who were living alone, no amount was identified for the food requirement. Most of these recipients were in the eight States that did not report separate amounts for this purpose; the others probably were in States that omit a cost for this requirement when it is met through income in kind.

Of the recipients living alone, about 72 percent had amounts ranging from \$20.00 up to \$30.00 shown for food. The greatest concentration of amounts—about one-fifth of those for all recipients living alone—was \$22.00-\$23.99. For nearly 12 percent, the food requirement was \$30.00 or more, and for only about 1 percent it was less than \$20.00. Proportionately more recipients in the metropolitan areas than in the Nation as a whole had \$26 or more and somewhat fewer had less than \$22.00, probably because of their concentration in States with greater-than-average fiscal ability and with average old-age assistance payments higher than the national average.

For about 18 percent of the couples, no separate amount was identified for the food requirement. Two-thirds of them had \$40.00-\$51.99 shown for food, with a slight concentration in the interval \$44.00-\$47.99. For nearly 8 percent, the amount included was \$60.00 or more.

Among the recipients living alone who had total requirements costing

less than \$40, more than 44 percent had no amount entered as the food requirement. At all levels of costs up to \$60, one-fourth or more of the recipients had no amount shown for food; when the total cost was \$70 or more, fewer than 2 percent had no amount included for food.

More than a third of the couples for whom the cost of total requirements was less than \$100 had no separate amount identifiable as the food requirement. For couples whose total requirements had a cost of \$125 or more, only about 1 percent had no amount entered for food. Thus, the receipt of this type of income in kind (food furnished to the recipient in a relative's home or otherwise contributed to him or food produced by the recipient) appears to have had a significant effect on the cost of total requirements reported for recipients in the study.

On the average, the amount shown for the food requirement represented a substantial proportion of the total cost of the individual's requirements. For the recipients living alone whose assistance plan showed an amount for food, the national median amount for food was about 40 percent of the national median for the total cost of requirements. For couples, the median amount for food represented about 45 percent of the median for the total cost of requirements.

As the cost of total requirements increased, the amount included for food also increased but not to the same extent. For those recipients who lived alone, whose total requirements were less than \$40.00, and whose budget showed an amount for food, the amounts included for food tended to concentrate in the interval \$20.00-\$21.99. When total requirements were \$40.00-\$64.99 the amounts for food were \$22.00-\$23.99, and for those recipients whose cost for total requirements was \$75.00 or more, the heaviest concentration of amounts for food was in the interval \$28.00-\$29.99. For couples, the pattern of relationship between the cost of their total requirements and the amounts included for food was similar. The data seem to indicate a fairly close relationship between the level at which the food allowance is placed and the total

"level of living" the State has set up in defining "need."

Within the individual States, the amounts designated for food were concentrated in relatively narrow intervals. In 35 of the 41 States that identified separate amounts for food, the amounts included for food in the budgets of most recipients living alone varied less than \$1; in six of these 35 States, all such amounts were within an interval of this size.

There was wide variation among the States in the level at which the amounts included for this consumption item, were concentrated. For recipients living alone, the interval of concentration ranged from \$17.00-\$17.99 in Virginia to \$39.00-\$39.99 in Arizona. For 32 States the point of concentration was \$20.00-\$29.99; in five it was \$20.00-\$22.99, in 19, \$23.00-\$26.99, and in eight States, \$27.00-\$29.99.

For couples, the amounts identified for food were larger, but the pattern of concentration of these amounts within individual States and of wide variation among States in the level of the interval of concentration was similar to that for recipients living alone.

Clothing

Nine States did not report separately the cost of the clothing requirement, and they probably account for almost all of the 15 percent of recipients living alone for whom no amount was entered for clothing. A few of these recipients may have had a resource in kind that met their needs for clothing. Of the recipients living alone, 42 percent had \$4.00-\$5.99 shown for clothing, and 37 percent had \$6.00-\$7.99. For only 4 percent of the recipients in this group was the amount for clothing less than \$4.00, and for only 2 percent was it \$8.00 or more. For couples, the amounts were twice as large and distributed in about the same proportions.

Among recipients who lived alone and had total requirements of less than \$40, 45 percent had no amount shown as the clothing requirement and none had as much as \$6. In contrast, of those who had total requirements of \$75 or more, only 1 percent

had no amount entered for clothing and more than 67 percent had \$6 or more.

For recipients living alone, the median amount for the clothing requirement was about 9 percent of the median cost of total requirements; for couples, this proportion amounted to about 12 percent. Larger amounts for total requirements in a State tended to be accompanied by higher amounts for clothing as well as for food, both for recipients living alone and for couples.

In the individual States the amounts included for clothing tended to concentrate within narrow intervals. For both groups—recipients living alone and couples—the interval of concentration was greater than \$1 in few States. In three-fourths of the 40 States that identified a separate amount for clothing, that amount varied less than \$1 for 98 percent or more of the recipients living alone.

Among the States, there was a fairly wide range in the point of concentration of amounts for clothing. For recipients living alone the lowest interval of concentration—\$3.00-\$3.99 in Rhode Island, South Carolina, and Virginia—was only about one-third the highest interval, \$10.00-\$10.99 in Utah and Wyoming. In 17 States the point of concentration was \$4.00-\$5.99, in 17 States this point was \$6.00-\$7.99, and in one State it was \$8.00-\$9.99.

Shelter

Few States have a fixed amount for shelter costs for recipients in given circumstances. They are much more likely to establish a maximum amount for the shelter requirement and to recognize the actual amount paid by the individual for rent (or taxes and maintenance costs of an owned home) if it is not above the maximum. In the study, all but two States reported separate amounts for the shelter requirement for their recipients.

The direct relationship between the level of amounts included in the assistance plan for food and clothing and the level of the cost of total requirements did not exist with respect to shelter. When the amount shown for the shelter requirement was relatively large, the cost of total require-

ments also tended to be large, but in a sizable number of cases moderate or low shelter costs were associated with relatively large amounts for the total cost of all requirements.

Amounts included for the shelter requirement tended to vary widely both within and among States. For this reason, the following discussion is in terms of median shelter costs for groups of recipients in different circumstances.

Relatively little difference was found between the amounts included for shelter for couples and for recipients living alone. Among the latter group, however, the amounts were generally higher for women than for men. The median amount for the Nation was more than \$15 for women but less than \$10 for men. The median was also substantially higher for the white recipients living alone than for the nonwhite, amounting to about \$15 for the former group and to only about \$8 for the latter. A much smaller difference was found between the average amounts for white and nonwhite couples.

The amounts for shelter were much higher in metropolitan than in non-metropolitan areas. In the former the median amount included for recipients living alone who had a separate amount shown for shelter costs was about \$20, with a fifth having a requirement of \$30 or more. In the non-metropolitan areas the median amount included for such recipients was less than \$9, and fewer than 5 percent had \$30 or more. The amounts were about the same for couples as for recipients living alone.

Homeownership made a considerable difference in the amount shown as the shelter requirement. Both among recipients living alone and among couples, fewer than half the homeowners had an amount of \$5 or more included in their assistance plans, but for about half the non-homeowners the amount was \$15 or more.

The receipt of income in kind in the form of "free" or "furnished" shelter had a substantial effect on the amounts shown for the shelter requirement. Approximately half the recipients who lived alone and had income in kind to which no value had

been assigned, but that was believed to be worth \$5 or more, had no amount entered for shelter and an additional 23 percent had less than \$5. In contrast, fewer than 6 percent of the recipients without such income in kind had no amount entered for shelter and about 19 percent had less than \$5. Among couples, the contrast was considerably less pronounced.

Nationally and in a majority of the individual States, the median amount for shelter for recipients living alone who were homeowners was less than \$5. The median amount for such recipients was \$5.00-\$9.99 in nine States and exceeded \$10 in three States; it was highest in New Mexico, which designated \$18 for shelter for all recipients. For those who were non-homeowners, the median amount for all States combined was \$17.58. The individual State median amounts varied widely—from less than \$5.00 in South Carolina to \$32.69 in the District of Columbia. The median amount ranged from \$5 up to \$15 in 13 States and from \$15 up to \$25 in 29 States, and was \$25 or more in four of the States.

For couples, the amounts shown by States for this requirement were quite similar to those included for recipients living alone. For all States combined, the median amount shown was less than \$5 for homeowners and was \$18.81 for nonhomeowners. State median amounts varied widely for both homeowners and nonhomeowners.

Fuel and Utilities

In the study, separate amounts were identified for fuel and utilities in all but six States. Like the amount for the shelter requirement, the amounts included for fuel and utilities tended to vary widely both within the States and among them. The relationship between the amount shown for fuel and utilities and the cost of total requirements was also similar to that between amounts for shelter and total requirements. When a relatively large amount was included for fuel and utilities the cost of total requirements was also likely to be large, but many recipients with a high cost for total requirements had

low or moderate amounts shown for fuel and utilities.

Both for recipients living alone and for couples, the median amount shown for fuel and utilities was slightly higher in metropolitan than in nonmetropolitan areas. A separate amount was reported less frequently for recipients living alone in metropolitan areas than for those in nonmetropolitan areas. This difference probably reflects the likelihood that utilities were more often included with rentals in the larger cities.

The relationship between the amount included for fuel and utilities and the amount shown for shelter was not a direct one. Both for recipients living alone and for couples, relatively high amounts for shelter were frequently associated with no amount or a low amount for fuel and utilities, and the converse—a fairly low amount for shelter accompanied by a relatively high amount for fuel and utilities—also occurred frequently. Among recipients with no amount shown for shelter, 44 percent of the recipients living alone and 45 percent of the couples also had no amount entered as a requirement for fuel and utilities. These ratios strongly suggest that when one housing item is contributed in kind, others are also likely to be.

Facilities available in quarters occupied by recipients were directly related to the amount included for fuel and utilities. Both for recipients living alone and for couples, electricity or running water was more frequently lacking when the amount shown for fuel and utilities was low and less frequently when it was high. The number of rooms in the quarters occupied was also found to be directly related to the amount included for fuel and utilities. With each increase in size of quarters, more recipients were found to have amounts of \$10 or more and fewer to have less than \$5 included for these items.

For all States combined, the median amount included for fuel and utilities was \$8.34 for recipients living alone and \$10.43 for couples. Within most States the amounts shown for these items varied widely, and there were wide differences among States in the general level of the amounts included. For recipients

living alone, the amounts most commonly shown for fuel and utilities were less than \$5.00 in three States, \$5.00-\$9.99 in 27 States, \$10.00-\$14.99 in 11 States, and \$15.00-\$19.99 in two.

Other Basic Requirements

The report secured information on two other requirements generally regarded by States as "basic"—personal incidentals and household operating expenses. These classifications varied widely in concept and content from State to State. "Personal incidentals" covers such items as haircuts, razor blades, tobacco, cosmetics, and recreation. "Household operating expenses" represents a miscellany—bedding, dishes, mops, brooms, toilet tissue, cleaning supplies, and whatever other items a State decides that individuals need on a recurrent basis in operating a household. At the time of study each of these classifications was recognized to some degree as a separate requirement in 36 States.

For all States combined, the median amount for personal incidentals for those recipients whose budgets included such an item was about \$3.90 for recipients living alone and about \$7.00 for couples. The median amount for household operating expenses was about \$3.60 for recipients living alone and about \$5.70 for couples. For both personal incidentals and household operating expenses, the amounts in the assistance plan increased as the cost of total requirements increased.

Within most of the States that identified separate amounts for these items, the amounts designated were heavily concentrated within relatively narrow intervals. Among the States, however, there were wide differences. The interval of concentration of amounts included for personal incidentals for recipients living alone was less than \$2.00 in seven States but \$15.00-\$19.99 in the highest State. For the single recipients, the point of concentration was \$2.00-\$3.99 in 11 States, \$4.00-\$5.99 in 11 States, \$6.00-\$8.99 in five States, and more than \$10.00 in two States. The range in State intervals of concentration of amounts for personal incidentals for couples was from less than \$2.00 to \$25.00 or more.

For household operating expenses

the range in State intervals of concentration was smaller. Eleven States had an interval of less than \$2.00 for this item for recipients living alone, and the highest State interval was \$10.00-\$11.99. For 10 States, the interval of concentration of amounts for the single recipients was \$2.00-\$3.99; for five States, \$4.00-\$5.99; for another five States, \$6.00-\$7.99; and for one State, \$8.00-\$8.99. For couples, the State intervals of concentration of amounts shown for household operating expenses ranged from less than \$2.00 in four States to \$12.00 or more in two States.

Requirements in Specified Circumstances

Most States recognize, in addition to the basic items needed by practically all recipients, "special needs" for some recipients that arise from specific factors affecting their individual circumstances. The most common and most important of such special needs is that for medical care. The States vary greatly in the extent to which they provide for meeting the costs of needed medical care. They differ also in their methods of paying for such care. They may (1) include amounts for medical care in the assistance plan, with the cost met by the recipient from his money payment; (2) include an amount for such care in the assistance plan but meet its cost by payments to suppliers of the care; or (3) omit any amount for medical care from the assistance plan but meet the cost of such care by payments to vendors of medical services.

Other items that most States recognize as a "special need" include transportation for specified purposes (such as obtaining medical care or marketing), laundry when the recipient is unable to do his own, restaurant meals when the recipient is unable or has no facilities to prepare his own food, special diets, and a telephone because of illness. In the study, amounts for "special requirements" other than that for medical care were identified only as a group.

Medical Care

As previously indicated, the States varied in their methods of handling

the medical care needs of recipients. Five States had no provisions for meeting the medical care costs of recipients through the old-age assistance program or other State assistance programs. In 37 States some amount was included as a recognized requirement in the assistance plans for recipients of old-age assistance. Twenty-seven States (including 20 that showed an amount for this requirement in the assistance plan) met medical care costs by payments directly to the vendors of the goods or services. In some of these States the vendor payments were made from local funds or general assistance funds rather than from funds for the old-age assistance program. Because many States used more than one method to meet the medical care costs of recipients of old-age assistance, data were secured both on the amounts included for such costs in the assistance plans and on the amounts not included in assistance plans but met by payments from some source directly to suppliers of medical services.

Among recipients who lived alone, 29 percent had some amount included for medical care in their assistance plans. The national median monthly amount was about \$6. Both the frequency of inclusion of the item and the median amount included were slightly higher among recipients aged 65-69 than among those of more advanced age. Among the couples, about half had an amount included for medical care and the median amount was approximately \$10. For couples as for recipients living alone, the frequency with which medical care was included as an item in the assistance plan showed some decline with advancing age. An amount for medical care was included more frequently for women than for men and in somewhat larger amounts. Non-white recipients had an amount for medical costs slightly more often than white recipients, but the amounts involved were generally smaller.

Though the assistance plans of recipients who were bedridden or who required considerable care from others had an amount included for medical care more frequently than the plans of those who were able to care

for themselves, the difference was less than might be assumed. Amounts for medical care were included for about 38 percent of the former group who lived alone and for nearly 29 percent of those able to care for themselves. The amount was likely to be larger, however, for those who were bedridden or required substantial care from others. Among the latter recipients who lived alone, 4.7 percent had an amount of \$25 or more included, but among those able to care for themselves only 0.6 percent had a requirement of this size.

Like some other requirements, amounts for medical care were never unusually high when the total for all requirements was low, and they were frequently high when the total was high. None of the recipients who lived alone and had a total of less than \$40 for all requirements had an amount for medical care of \$10 or more included. Among the recipients whose total for all requirements was \$75 or more, however, 10.8 percent had \$10 or more included for medical care and 5.3 percent had \$15 or more included, but fully two-thirds had no amount shown for costs of medical care.

Among the States there was wide variation in the proportion of recipients' assistance plans that showed an amount for medical care. At one extreme were States that seldom recognized such an item or met substantially all medical needs of recipients through vendor payments without showing a cost in the assistance plan. At the other extreme were States that included an amount for all cases or showed an additional amount for all medical care costs recognized for any individual. In the 37 States in which some recipients had an amount included for medical care in their assistance plans, the proportion of such recipients among those who lived alone varied from less than 1 percent in four States to 100 percent in two States. In four States no recipients living alone had an amount of \$10.00 or more included for medical care, and in 16 States some recipients had \$50.00 or more shown for medical care. For recipients living alone, the amounts most frequently included were less than \$5.00 in 20 States,

\$5.00-\$9.99 in 12 States, and \$10.00-\$14.99 in three States. Similar State variations were found among the couples.

For all States combined, only about 8 percent of the recipients living alone and 9 percent of the couples had vendor payments for medical care made in their behalf in the study month. In contrast, about 29 percent of the recipients living alone and 49 percent of the couples had an amount included for this item in their assistance plans. This difference is attributable in part to the smaller number of States that made vendor payments. Another reason is the fact that in most States vendor payments were for services or supplies provided in a given month, whereas a requirement shown in an assistance plan was more likely to represent a prorated portion of costs covering a period of several months. Both for recipients living alone and for couples, vendor payments for medical care had a national median cost somewhat higher than the amounts included for medical care in assistance plans. In most of the 27 States making vendor payments, the range in the amounts paid was extremely wide for both groups of recipients.

At the time of the study, five of the 27 States making vendor medical payments were operating pooled funds for medical care under which a uniform amount was set aside each month for substantially all recipients, to be used by the State to pay for meeting specified costs of medical needs of recipients when and as they arose. In these five States, the monthly premium payments per recipient into the pooled fund were as follows: New Mexico, \$1; Hawaii, \$4; Rhode Island, \$9; and Connecticut and New Hampshire, \$10. In these States no amount was shown in the recipient's assistance plan and the monthly premium payment into the pooled fund was reported as the cost of medical care for each recipient covered by the fund.

Other Requirements in Specified Circumstances

For almost 37 percent of the recipients who lived alone and nearly 45 percent of the couples who lived by

themselves the States recognized requirements in addition to the basic ones and that for medical care. These additional special requirements, which included such items as transportation, special diets, telephone, and laundry, were combined into one group in the study. The amounts shown for such items were generally small, however, amounting to less than \$5 for about two-thirds of the recipients living alone and of the couples who had amounts for such items included in their assistance plans. In contrast, nearly 4 percent of the assistance plans for recipients living alone and 5 percent of those for the couples had an amount of \$15 or more identified in this classification. The larger amounts were found almost twice as often among recipients who were bedridden or who required considerable care from other persons as among those able to care for themselves.

An amount for special requirements other than medical care apparently had a substantial effect on the assistance plans of recipients whose requirements were highest. Slightly more than 20 percent of the recipients living alone and with a total of less than \$40 for all requirements had an amount included for some special-circumstance items. When the total for all requirements was \$55.00-\$99.99, the percentage of recipients who lived alone and had an amount included for these items approached 40 percent. In contrast, an amount for such items appeared in the assistance plans of more than 86 percent of such recipients who had a total of \$100 or more for all requirements. The amounts included for these items showed an equally wide variation. Of recipients with a total of less than \$40 for all requirements, none had as much as \$5 for the special items; of those with a total for all requirements of \$100 or more, nearly two-thirds had an amount of \$15 or more, and more than one-third had an amount of \$25 or more for such items.

The States varied widely in the proportion of recipients for whom requirements associated with some special circumstances were recognized. Of the 43 States in which such special requirements were recognized, there were five in which fewer than 5 per-

cent of the assistance plans for recipients living alone showed an amount for these items and two in which more than 90 percent of these recipients had an amount identified for such requirements. For couples, the variation was similarly wide. In most States the amounts included for other special-circumstance items ranged from less than \$5 to \$25 or more both for recipients living alone and for couples. The amounts most frequently included, however, in nearly all States reporting such items were less than \$5 for recipients living alone and, in all but seven of these States, less than \$5 for couples.

Summary

Four basic requirements—food, clothing, personal incidentals, and household operating expenses—tended to be fairly uniform in the amounts included in assistance plans for recipients within a State but to vary widely among States. The interstate variation was considerably wider than could have been expected on the basis of differences in costs of comparable goods and services. In general, the amounts included for these individual requirements increased as the total cost of all requirements for recipients increased. The costs of the other two basic requirements—shelter and fuel and utilities—were somewhat interrelated, with a relatively high shelter cost frequently including all or most of the cost of the fuel and utilities requirement. Amounts included in the assistance plans of recipients for these two requirements varied widely both within the States and among them.

In addition to these six basic requirements for which data were collected, most States recognized that specified circumstances of individual recipients result in additional needs. The most common of these needs was medical care. Amounts reported for medical care covered both amounts included in the assistance plans for recipients and amounts paid directly to vendors of medical services. Amounts for medical care reported from both sources were very large for some recipients. Other special-circumstance items, such as transporta-

(Continued on page 27)

Table 13.—Aid to dependent children: Recipients and payments to recipients, by State, November 1956¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total ²	Children	Total amount	Average per—		October 1956 in—		November 1955 in—	
					Family	Recipient	Number of families	Amount	Number of families	Amount
Total.....	608,661	2,239,067	1,706,942	\$56,863,539	\$93.42	\$25.40	+0.5	+0.8	+1.8	+8.1
Alabama.....	20,004	77,691	59,877	563,484	28.17	7.25	+5	+6	+5.9	-26.7
Alaska.....	1,329	4,605	3,391	114,480	86.14	24.86	-1.0	-1.3	+3.0	-2.6
Arizona.....	4,949	19,067	14,603	480,708	97.13	25.21	+2.0	+1.2	+7.5	+15.2
Arkansas.....	7,349	27,644	21,522	409,282	55.69	14.81	+1.4	+1.6	+7.2	+9.3
California.....	49,569	173,074	133,669	6,559,434	132.33	37.90	-4	-8	-4.8	-1.5
Colorado.....	5,830	22,434	17,354	653,282	112.06	29.12	+1.1	+1.4	+2.3	+5.2
Connecticut.....	5,275	17,048	12,726	749,100	142.01	43.94	-4	-8	-7	+3.5
Delaware.....	1,215	4,688	3,592	106,851	87.94	22.79	+3.1	+2.6	+10.6	+14.7
District of Columbia.....	2,183	9,329	7,277	231,037	105.83	24.77	+1.9	+2.1	+7.6	+4.8
Florida.....	21,754	77,678	59,555	1,367,135	62.85	17.60	+3	+6	+2.5	+17.3
Georgia.....	14,212	52,167	39,923	1,170,968	82.39	22.45	+1.9	+2.3	-7	+8.5
Hawaii.....	2,832	10,810	8,656	268,174	94.69	24.81	+1.1	-2	-13.4	-11.7
Idaho.....	1,693	6,189	4,565	232,573	137.37	37.58	+5	+1.8	-4.7	+1.2
Illinois.....	24,836	98,564	75,046	3,527,024	142.01	35.78	-6	-4	+14.5	+21.4
Indiana.....	8,847	31,339	23,311	848,531	95.91	27.08	+7	+3.8	+3.1	+8.8
Iowa.....	7,067	25,508	19,014	837,830	118.56	32.85	+2.8	+2.9	+9.0	+18.0
Kansas.....	4,675	17,070	13,177	564,634	120.78	33.08	+6	+7	+4.2	+13.1
Kentucky.....	18,638	67,694	50,925	1,330,297	71.38	19.65	+4	+3	-1	+12.1
Louisiana.....	19,954	78,367	59,960	1,528,586	76.61	19.51	+9	+1.3	+7.4	+25.6
Maine.....	4,396	15,206	11,004	392,397	89.26	25.81	+1.1	+1.8	+2	+5.6
Maryland.....	6,330	26,025	20,243	624,022	98.58	23.98	+4	+1.3	+3.4	+6.1
Massachusetts.....	12,464	42,097	31,050	1,711,482	137.31	40.66	+2	+9	-2.1	+4.3
Michigan.....	19,310	67,960	49,886	2,424,714	125.57	35.68	+2	+4.9	+1.2	+11.1
Minnesota.....	8,028	27,181	20,939	1,021,821	127.28	37.59	-2	-4	+2.2	+4.5
Mississippi.....	11,909	44,239	34,566	331,739	27.86	7.50	+1.2	+1.4	+1.6	+2.3
Missouri.....	19,541	70,487	52,764	1,538,003	78.71	21.82	+2.3	+4.1	-2.9	+13.1
Montana.....	2,077	7,489	5,768	230,736	111.09	30.81	+1.8	+3.8	+1.8	+6.8
Nebraska.....	2,734	10,065	7,569	269,888	98.72	26.81	+4	+3	+6.5	+7.3
Nevada.....	542	1,891	1,444	50,482	93.14	26.70	+3.6	+3.7	+85.6	+102.2
New Hampshire.....	919	3,443	2,601	126,236	137.36	36.66	-4	+7	-9.7	-6.6
New Jersey.....	6,751	22,431	16,973	832,230	123.28	37.10	+1.1	+2.1	+9.3	+13.0
New Mexico.....	6,116	22,577	17,182	570,694	93.31	25.28	+1.0	+6	+3	+22.1
New York.....	54,084	202,584	150,613	7,807,321	144.36	38.54	-1	-1.2	+1.2	+4.2
North Carolina.....	19,447	75,105	57,066	1,277,926	65.71	17.02	+1.6	+5.2	+3.0	+8.6
North Dakota.....	1,630	5,958	4,580	201,530	123.64	33.83	0	+1.1	+10.5	+16.6
Ohio.....	17,761	67,780	51,554	1,666,881	93.85	24.59	+1.0	+1.6	+11.0	+15.4
Oklahoma.....	15,639	52,790	40,189	1,315,730	84.13	24.93	-3	-1	+1.1	+9.4
Oregon.....	3,364	12,374	9,381	461,135	137.08	37.27	+1.8	+4.5	-9	+11.2
Pennsylvania.....	28,733	110,867	84,231	3,298,983	114.82	29.76	-3	+1.3	+1.3	+10.6
Puerto Rico.....	41,569	142,520	114,754	444,448	10.69	3.12	+1	+1	+7	+2.7
Rhode Island.....	3,452	12,129	9,005	402,327	116.55	33.17	-1	+5	+1.6	+6.5
South Carolina.....	7,997	30,932	24,142	443,658	55.48	14.34	+8	+5	-1.6	+14.7
South Dakota.....	2,774	9,335	7,138	233,307	84.10	24.99	+7	+8	+2.0	+4.7
Tennessee.....	19,172	69,341	51,886	1,203,509	62.77	17.36	(5)	+1	-3.7	+4
Texas.....	21,869	89,017	67,428	1,539,216	70.88	17.29	+1.9	+2.0	+4.0	+27.2
Utah.....	2,778	9,789	7,281	315,046	113.41	32.18	+1.1	+1.2	-4.1	-2.3
Vermont.....	1,034	3,548	2,668	91,680	88.67	25.84	+6	+2.5	-5.1	+4.7
Virgin Islands.....	246	901	747	8,443	34.32	9.37	+8	-5	+16.6	+15.3
Virginia.....	8,727	34,261	26,639	601,158	68.88	17.55	(5)	+8	+7	+5.5
Washington.....	8,791	30,701	22,761	1,138,667	129.53	37.09	+4	+5.2	+3.1	+9.8
West Virginia.....	17,833	67,217	52,025	1,515,542	84.99	22.55	-2	-3	+4	+16.2
Wisconsin.....	7,831	27,714	20,540	1,157,357	147.79	41.76	-3	-3	-1.9	+2.7
Wyoming.....	602	2,157	1,642	71,821	119.30	33.30	+2.4	+3.1	+6.7	+14.8

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

³ Decrease of about 7,000 represents change in method of counting needy adults in Puerto Rico.

⁴ In addition, supplemental payments of \$169,545 were made from general assistance funds to 4,789 families.

⁵ Increase of less than 0.05 percent.

RECIPIENTS OF OLD-AGE ASSISTANCE

(Continued from page 8)

tion, telephone, special diets, and laundry, were recognized by States to a widely varying extent.

Shelter, fuel and utilities, and medical care were each related to the

total cost of all requirements for recipients to the extent that, if the amount included for one of these items was relatively high, the total cost for all requirements was also likely to be high. A substantial number of assistance plans with a relatively high total for all requirements,

however, had a moderate or low amount included for one or more of these items. In contrast, the amounts included for special-circumstance items other than medical care were generally in direct proportion to the total cost for all requirements of the recipients.