

APPENDIX 22.—ORGANIZATION FOR THE ADMINISTRATION AND FINANCING OF GENERAL RELIEF, 1940

The general-relief programs in the United States operate under the laws of 48 States and consequently present much variety in local and State organization and administration. Lack of uniform legislation and the absence of commonly accepted standards of administration and operation among the States complicate any generalizations which might be made about general relief in the United States as a whole and detract from the validity of state-by-state comparisons. Also, in those States where general relief is exclusively or principally a local function, information concerning the operation of the programs is often extremely limited. The following table has been compiled from available sources, recognizing these limitations. Furthermore, certain definitions have been established arbitrarily in order to tabulate the States on a comparable basis. It should be remembered, however, that the table is subject to the hazards of dealing with 48 different sets of legislation and many more different administrative and operating procedures.

For purposes of this table, general-relief programs are considered to be State-administered in those instances where the local operating units are not the agencies of local government but are set up by and responsible to the State agency. On the basis of this criterion, a State such as Arizona, in which there is a high degree of State control, is classified as State-supervised and locally administered, inasmuch as the boards of county commissioners serve on the local boards. On the other hand, the local units administering general relief in Pennsylvania are considered part of the State administrative agency inasmuch as the appointment of local board members and the certification of local personnel are made through an agency of State government. This definition assumes, therefore, that, while a general-relief program may be locally operated in that operating units exist in local governmental units, the program is State-administered if it meets the criterion indicated above.

The column showing State-supervised and locally administered programs includes States in which State supervision ranges from strong State control, as was indicated in Arizona, to purely nominal supervision, as in Kansas. In this group of States there are varying degrees of responsibility of State and local officials in the appointment of local boards and/or personnel. In some instances, the State agency appoints part of the local board, while local officials either serve as the other members or make the remaining appointments. In other cases, a local unit of government submits lists to the State agency from which that agency makes selec-

tions. However, regardless of the degree of control exercised by either level of government through these appointive powers, such programs are classified as State-supervised and locally administered, the definition for State-administered programs being used of only those States where there is no participation of this kind by the local governmental unit. The group of State-supervised and locally administered programs, therefore, should not be thought of as including a group of States with programs administered on a generally comparable basis. Rather, it represents those States in which both State and local agencies are concerned in some measure with the responsibility for the administration of general relief. Variations in the degree to which such administration is a local responsibility are indicated in the footnotes. In the absence of commonly accepted standards of what constitutes State supervision, the summaries based on this table can be only generally indicative of the administrative characteristics of general relief as they existed in 1940.

Integration of the general-relief program with the special public assistances is defined for the purposes of this table in terms of the extent to which State and local agencies have supervisory or administrative responsibility for both types of programs. Where the same agency is responsible for both programs at the State level and in all (or practically all) local units, general relief is considered to be integrated with the special public assistances in operation in the State. Partial integration is held to occur: (a) when some local units in a State have agencies responsible for both types of programs but other local units have separate agencies administering the programs; (b) when the programs are the responsibility of the same agency at one level of government but of different agencies at another level; or (c) when there are other qualifying factors as indicated in the footnotes.

The principal sources of information used in the compilation of this table are an Administrative Study of General Relief as of January 1940, made by the Division of Public Assistance Research, Bureau of Research and Statistics, Social Security Board; the annual and biennial reports of State and local relief agencies covering 1939 and/or 1940; and letters from State and local relief administrators. While the data from the Social Security Board relate to January 1940, they are believed to be substantially correct as of the close of the year. However, because of the use of a combination of sources, the table is presented as an indication of the status of general relief during 1940, rather than for a

more narrowly defined period. The information on source of funds, appearing in column 5, is based primarily on *Social Security Bulletin*, IV (February

1941), 62, table 6, "General relief: Expenditures for assistance to cases in the continental United States, by source of funds and State, fiscal year 1939-40."

Organization for the administration and financing of general relief, 1940

State	State agency	Local agency	Administration			Source of funds			Integration with special public assistances		
			State	State supervised and locally administered	Local	State	State and local	Local	Integration in State and all local units	Partial integration	No integration
Alabama	State Department of Public Welfare.	County Department of Public Welfare		x			x		x		
Arizona	State Department of Social Security and Welfare.	County Board of Social Security and Public Welfare.		x ¹		x			x		
Arkansas	State Department of Public Welfare.	County Department of Public Welfare.		x		x			x		
California	State Relief Administration.	Quorum Courts ² Branch office of the State Relief Administration (employables). County Welfare Department, County Charity Commission, etc. (unemployables) ³ .	x		x			x			x ⁴
Colorado	State Department of Public Welfare.	County Department of Public Welfare.		x			x		x		
Connecticut	(Office of Commissioner of Welfare).	Town Board of Selectmen or City Welfare Board.		(9)	x		x ⁵				x ⁶
Delaware	Old Age Welfare Commission.		x				x				x ⁷
Florida		Board of County Commissioners, County Welfare Board, City Welfare Agency, City Commission, or Private Agency ⁸ .			x			x			x ⁹
Georgia		Board of County Commissioners, County Department of Public Welfare, County Ordinaries or City Relief Agency ¹⁰ .			x ¹¹			x			x ¹¹
Idaho	State Department of Public Welfare.	County Department of Public Welfare.		x ¹²			x		x ¹²		
Illinois	Emergency Relief Commission.	Board of County Commissioners. County Board of Commissioners, Township Relief Administration, Chicago Relief Administration.		x	x ¹²		x				x
Indiana	(13)	Township Trustees.			x ¹³			x			x
Iowa	State Department of Social Welfare.	County Board of Social Welfare.		x			x				x ¹⁴
Kansas	State Department of Social Welfare.	County Board of Supervisors.		x ¹⁵			x				x
Kentucky		County judge, County magistrate, County Relief or Welfare Department, City officials, or Private Agency ¹⁶ .			x			x			x
Louisiana	State Department of Public Welfare.	Parish Department of Public Welfare. City Commission, Town Council, Parish Police Jury, Private Agency.		x		x			x		x
Maine	(Division of Poor Relief, State Department of Health and Welfare.)	Town, city, or plantation board of Overseers of the Poor.		(9)	x		x ⁵				x ⁶
Maryland	State Department of Public Welfare.	County Welfare Board or City (Baltimore) Department of Public Welfare.		x			x		x		
Massachusetts	(State Department of Public Welfare.)	Town or City Board of Public Welfare.		(9)	x		x ⁵				x ¹⁷
Michigan	State Department of Social Welfare.	County or City (Detroit) Department of Public Welfare.		x ¹⁵			x				x ¹⁸
Minnesota	State Division of Social Welfare.	County Welfare Board.		x ¹⁹			x				x ²⁰
Mississippi		Town Board, City Council, or Village Council.			x ¹⁹		x				x
Missouri	State Social Security Commission.	County Board of Supervisors or Private Agency. ²¹			x			x			x
Montana	State Department of Public Welfare.	County Social Security Office.	x				x		x		
Nebraska		County Court ²² County Department of Public Welfare.		x	x		x		x		x
Nevada	Emergency Relief Administration, State Board of Relief, Work Planning, and Pension Control. ²⁴	County Board of Commissioners or County Assistance Committee.			x			x			x ²³
New Hampshire		County Board of Commissioners ²⁵ Town and City Overseer of the Poor. or County Board of Commissioners.			x			x ²⁷			x ²⁶
New Jersey	Municipal Aid Administration.	Local Assistance Board.		x			x				x
New Mexico	State Department of Public Welfare.	County Office of the State Department.	x			x			x		
New York	State Department of Social Welfare.	County Board of Commissioners ²⁸ Town, City, or County Department of Public Welfare.		x	x		x ²⁹		x		x
North Carolina		County Department of Public Welfare.			x ³¹			x			x ³¹

See footnotes at end of table.

Organization for the administration and financing of general relief, 1940—Continued

State	State agency	Local agency	Administration			Source of funds			Integration with special public assistances		
			State	State supervised and locally administered	Local	State	State and local	Local	Integration in State and all local units	Partial integration	No. integration
North Dakota	State Board of Public Welfare.	County Welfare Board		x			x		x		
Ohio	State Department of Public Welfare.	Board of County Commissioners or City Officials.		x ³²			x				x ³³
Oklahoma	State Board of Public Welfare.	County Office of the State Board ³⁴	x			x					x
Oregon	State Public Welfare Commission.	Board of County Commissioners. County Public Welfare Department.		x	x		x	x	x		x
Pennsylvania	State Department of Public Assistance.	County Board of Assistance	x			x			x		
Rhode Island	State Department of Social Welfare.	Town or City Work Relief Bureau or local State Unemployment Relief Administration (employables). Town or City Department of Public Welfare (unemployables). County Department of Public Welfare ³⁵		x			x			x ³³	
South Carolina	State Department of Public Welfare.	County Department of Public Welfare ³⁶		x			x		x		
South Dakota		Board of County Commissioners.			x			x ³⁷		x ³⁸	
Tennessee		County Fiscal Court or its Agent, the Poor Commission, City Agency ³⁹			x			x			x
Texas		County Commissioners' Court, City Welfare Agency, Town Relief Agency, County-City or County-Town Public Welfare Agency or Private Agency. ⁴⁰ County Department of Public Welfare.			x			x			x
Utah	State Department of Public Welfare.	County Department of Public Welfare		x			x		x		
Vermont		Town Overseer of the Poor, Charity or Welfare Department.			x			x			x
Virginia	State Department of Public Welfare.	City or County Department of Public Welfare.		x			x		x ⁴¹		
Washington	State Department of Social Security.	County Welfare Department		x			x		x		
West Virginia	State Department of Public Assistance.	County Department of Public Assistance		x ⁴²			x		x		
Wisconsin	State Department of Public Welfare.	County Welfare Department, Municipal Relief Agency, County Relief Agency, Poor Commission, etc. ⁴³		x ⁴⁴			x			x ⁴⁵	
Wyoming	State Department of Public Welfare.	County Department of Public Welfare		x			x		x		

¹ On the basis of the definition of "Administration" given above, this State has been classified as State supervised and locally administered. It is pointed out that "each of the county welfare boards, while appointed by the board of supervisors of the various counties, is under the direct supervision and control of the State Department and is required to perform such duties as may be prescribed by the State Board of Social Security and Welfare." (*Report of the State Board of Social Security and Welfare and the Commissioner of the State Department of Social Security and Welfare to the Governor of the State of Arizona for the fiscal year 1939-1940*, pp. 1-2.)

² Such courts, consisting of the county judge and justice of the peace, may appropriate and administer a pauper relief fund. It is used principally for medical care, burials, and transportation. Relief is provided by both the county department of public welfare and the quorum courts in those counties where the courts appropriate such a fund, except in some instances where the county departments administer the funds appropriated by the courts.

³ In 4 counties, the boards of county supervisors administer relief directly. In the remaining counties, they appoint county boards of public welfare which administer the program through these local agencies.

Owing to the withdrawal of State funds, the California State Relief Administration was terminated June 30, 1941, and the work previously carried on by that department was taken over by the various county welfare departments which previously administered general relief for unemployable persons only.

⁴ Although the local departments administering general relief are subject to State supervision for the special public assistances and the law provides for supervision of "relief to indigents," the State department exercises no supervision over the general-relief policies and practices of the local departments, other than the collection of reports.

⁵ The State supervises "unsettled" cases only; State funds are provided for such cases, while local funds are used for all other general relief.

⁶ The State agency which supervises "unsettled" cases also administers old-age assistance and aid to the blind in Connecticut and all special public assistances in Maine.

⁷ One State agency administers both old-age assistance and general relief; aid to dependent children is administered by a separate agency; aid to the blind is not in operation.

There are no local administrative agencies for the Old Age Welfare Commission, and workers carry separate caseloads.

⁸ In 7 counties no general relief is granted from public funds.

⁹ In 5 counties, the boards of county commissioners have delegated their responsibilities to the district offices of the State Welfare Board which administer the special public assistances.

¹⁰ In 12 counties no general relief is granted from public funds.

¹¹ The county departments of public welfare, which administer general relief in 72 of 159 counties, also administer the special public assistances under the supervision of the State Department of Public Welfare, but there is no supervision of the general-relief program.

¹² While the boards of county commissioners have the legal responsibility for granting general relief, they have delegated to the county departments of public welfare, which administer the special public assistances, the duties of intake and investigation of cases receiving cash payments in all but 1 county. In all but 8 counties, the handling of emergency payments, institutional care, medical care, hospitalization, and burials is retained by the county commissioners, the probate judge, or the county auditor. Intake and investigation in these counties are handled by the county departments of public welfare, but approval and disbursement are retained by the county.

¹³ Consultation service on problems of administration of general relief is available to townships through the Indiana Unemployment Relief Commission. Its field workers spend most of their time working with township trustees in settling complaints received in the State office from relief clients and applicants.

¹⁴ In 37 counties, the program is integrated; in the remaining 62 counties the boards of supervisors administer general relief. In all counties the general-relief program is supervised by the State agency which administers old-age assistance and aid to the blind.

¹⁵ State supervision is extremely limited.

¹⁶ In 10 counties no general relief is available from public funds.

¹⁷ There is supervisory integration at the State level for "unsettled cases" receiving general relief, old-age assistance, and aid to dependent children. At the local level, general relief and aid to dependent children are administered by local boards of public welfare and old-age assistance by a bureau established within this local agency. Aid to the blind is administered by a separate agency.

¹⁸ In 15 of the 83 counties, general relief and the special public assistances, which are administered locally by county bureaus of social aid, are integrated to a degree by the appointment of one person as executive for both county agencies. On the State level, general relief is supervised by a staff under the director of the State department of social welfare and the special public assistances are administered by the Bureau of Social Security, whose executive is coordinate with the director of the department in that both are appointed by the State social welfare commission.

¹⁹ The State agency allocates State funds to counties and supervises certain requirements of the Emergency Relief Act. In other matters, the local units establish their own policies and procedures. Where general relief is not a county function, State responsibility is confined to certain fiscal controls in connection with the allocation of State funds.

²⁰ In the 60 counties, where general relief is a county function, the program is integrated with the special public assistances. In the remaining 27 counties there is no integration.

²¹ Only 25 counties grant general relief regularly every month. During January 1940, 52 of the 82 counties in the State granted relief.

²² In some of the counties, such courts retain responsibility for the administration of some county general-relief funds, but the bulk of the funds are turned over to the county office of the State social security commission.

²³ County assistance committees, which administer the special public assistances under the supervision of the State board of control of State institutions, also administer general relief in 70 of the 93 counties, although there is no State supervision of this program. The boards of county commissioners serve ex-officio as the county assistance committee.

²⁴ This State-administered program for employable persons is practically inoperative.

²⁵ In 4 of the 17 counties, the boards of county commissioners have delegated their responsibility to county welfare departments.

²⁶ The county commissioners are also responsible for the local administration of old-age assistance under the supervision of the State welfare department which in turn is supervised by the State board of relief, work planning, and pension control. The other special public assistances are not in operation.

²⁷ Town and city funds are used for persons having legal settlement, and county funds are used for the relief of unsettled persons.

²⁸ Some general-relief funds are provided by the boards of county commissioners, used chiefly for emergency medical care and burials.

²⁹ The State reimburses local units in an amount equal to 40 percent of total payments for cases having legal settlement and 100 percent for unsettled persons.

³⁰ In some counties, a county board of Child Welfare administers the Aid to Dependent Children program.

³¹ The County Departments of Public Welfare also administer the Social Security assistances under the supervision of the State Board of Charities and Public Welfare (Commission for the Blind in the case of Aid to the Blind) but there is no supervision of the General Relief program except that the same local personnel administers both the Social Security assistances and general relief.

³² State supervision is limited to financial control exercised in the reimbursement of local units for general-relief expenditures.

³³ Although the State department of public welfare administers old-age assistance and supervises the administration of aid to dependent children and aid to the blind, there is no local integration with general relief except in one or two counties where the total load is so small that it may be handled by one worker.

³⁴ County offices of the State board administer general relief in all but 1 county. In October 1940, 5,556 cases received aid from the State board and 7,671 cases received aid from the county commissioners; it is believed that the duplication in cases is large. (*Social Security Bulletin*, III (December, 1940), 50, footnote 13.) The State board provides relief to unemployables only while the county commissioners aid both unemployables and employables.

³⁵ The State department of social welfare is also responsible for the administration of the special public assistances, but there is no local integration with general relief.

³⁶ In 6 counties, there is no general relief regularly available from public funds. In 2 counties, only local funds are used and general relief is administered by the Boards of County Commissioners without State supervision.

³⁷ A specified portion of the beverage revenue (taxes and license fees) is allocated by the State treasurer to County Treasurers on the basis of population of the county. This fund is used primarily for hospitalization of indigent persons and is not considered a State fund for general-relief purposes.

³⁸ In a few counties, the county commissioners have delegated their responsibility to the county offices of the State Department of Social Security which administer old-age assistance and aid to the blind. These offices make recommendations to the commissioners concerning application and amount of relief.

³⁹ In 30 counties there is no general relief available from public funds.

⁴⁰ In 5 counties there is no public agency for the administration of general relief. General relief is available in about 215 of the 254 counties of the State.

⁴¹ Except for aid to the blind, which is supervised by the Virginia Commission for the Blind but administered locally by the same agency.

⁴² Supervision of the general-relief program is of a more limited nature than that exercised over the special public assistances.

⁴³ There is a continual shift among the 71 counties as to the local administrative unit used. In October 1940, the following situation existed:

(1) In 31 counties there was a county relief system;

(2) In 10 counties there was a group system in which municipalities combined for the purpose of administering relief;

(3) In 30 counties there was a township system.

⁴⁴ The State's responsibility is limited to seeing that records of expenditures are maintained; to settling disputes between municipalities for the support of indigent persons; and cooperating with the State emergency board in the distribution of financial assistance to financially pressed counties.

⁴⁵ The special public assistances are administered through 71 county agencies under the supervision of the State department of public welfare. Eighteen of these counties have combined agencies administering these assistances, general relief, and certification services.