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1st Session }

COMMITTEE PRINT

THE WELFARE MESS: A SCANDAL  
OF ILLEGITIMACY AND  
DESERTION

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ADDRESS OF HON. RUSSELL B. LONG, CHAIRMAN,  
COMMITTEE ON FINANCE, AND  
SUPPORTING MATERIAL

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COMMITTEE ON FINANCE  
UNITED STATES SENATE  
RUSSELL B. LONG, *Chairman*



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## **Introduction**

On December 14 Senator Russell B. Long, chairman of the Senate Committee on Finance, made an address on the Senate floor dealing with the subject of the impact of illegitimacy and desertion on our welfare system and a proposal to deal with these problems; that statement is reproduced here. Persons interested in additional background information supporting Senator Long's statement will find it beginning on page 10.



# Congressional Record

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## Senate

### The Welfare Mess: A Scandal of Illegitimacy and Desertion

Mr. LONG. Mr. President, by this time I am sure all of my colleagues are painfully aware of the precipitous caseload increases that have taken place in the program of Aid to Families with Dependent Children generally over the past decade, and in particular during the last 3 years. In December 1960 there were 3.1 million recipients of aid to families with dependent children. The number of recipients passed the 4 million mark in early 1964, and increased to 5 million in the summer of 1967. But by the middle of 1971, only 4 years later, the number had grown to more than 10 million.

Why have the AFDC rolls increased so rapidly? Unfortunately, there is no solid information on which to base an answer. Though the Department of Health, Education, and Welfare has had the authority for some years to conduct research in the welfare area, they have never chosen to direct their research efforts to answering this major question. For the life of me, I cannot understand how they could offer a bill like H.R. 1 as a welfare reform without first analyzing the causes of welfare's growth rate.

But whether or not we know why welfare rolls have grown from the standpoint of human motivation, we do have a partial answer at least in terms of statistics developed by the Department of Health, Education, and Welfare. In 1961, 1967, and again in 1969 the Department conducted a detailed survey of what kinds of families make up the AFDC rolls. These years are well chosen: 1961 marks the

beginning of a period of substantial growth in the rolls; 1967 began our current period of explosive growth; and the 1969 survey shows the caseload characteristics after 2 years of this explosive growth.

Aid to families with dependent children offers welfare payments to families in which the father is dead, absent, disabled, or, at the State's option, unemployed. When the AFDC program was first enacted in the 1930's, death of the father was the major basis for eligibility. With the subsequent enactment of survivor benefits under the social security program, however, the portion of the caseload eligible because of the father's death has grown proportionately smaller, from 42 percent in 1940 to 7.7 percent in 1961, and 5.5 percent today. The percentage of AFDC families in which the father is disabled has diminished from 18.1 percent in 1961 to 11.5 percent in 1969. Families with unemployed fathers, representing 5.2 percent of the AFDC caseload in 1961, made up 4.8 percent of the caseload in 1969.

#### ABSENT FATHERS

It is those families in which the father is absent from the home that the most substantial growth has occurred. As a percentage of the total caseload, AFDC families in which the father was absent from the home increased from 66.7 percent in 1961 to 74.2 percent in 1967 and to 75.4 percent in 1969.

Startling as they are, the percentage increases are not as dramatic as the increases in numbers of recipients. In 1961, 2.4 million persons were receiving AFDC because the father was absent from the home. By 1967, that figure had grown to 3.9 million, and by 1969 to 5.5 million.

Applying that same percentage to the caseload today, we find that more than 7½ million persons are receiving AFDC today because of the father's absence from the home. In the past 3 years, families with absent fathers have contributed more than 3 million additional recipients to the AFDC rolls.

#### DESERTION

What kinds of families are these in which the father is absent from the home? Basically, these represent situations in which the marriage has broken up or in which the father never married the mother in the first place. In 43.3 percent of the AFDC families on the rolls in 1969, the father was either divorced or legally separated from the mother, separated without court decree, or he had deserted the family. Desertion represented the largest category, constituting 15.9 percent of the total number of AFDC families in 1969. Applying that percentage to the caseload today, this means that well over 1½ million welfare recipients are getting AFDC because the father has deserted.

#### ILLEGITIMACY

The largest single cause of AFDC eligibility is illegitimacy, and this has been the fastest growing category in recent years. In 21.3 percent of the families receiving AFDC in 1961, the mother was not married to the father of the child.

By 1969, this proportion had grown to 27.9 percent. Applying that percentage to the present caseload, we find that well over 2½ million AFDC recipients today are found in families where the father is not married to the mother. This is a shocking indictment of American morality.

Increasing family breakup and illegitimacy is similarly indicated in data from the 1970 census. These statistics show that more children are now growing up with one or more parent absent than was the case in 1960. The past decade has also seen an increase in the number of married women separated from their husbands. Yet, even larger than these increases has been the rise in the percentage of illegitimate births from 1960 to 1970.

I ask unanimous consent to have printed at the end of my statement an article published in the Washington Star describing the census statistics that I have mentioned.

The PRESIDING OFFICER (Mr. HANSEN). Without objection it is so ordered.

(See exhibit 1, p. 6.)

Mr. LONG. These two factors then, of family breakup and illegitimacy, have contributed the major portion of the phenomenal growth of the AFDC rolls over the last few years in the Nation as a whole. The figures can be even more dramatic when looked at on a State-by-State basis.

#### A NATIONAL DISGRACE

According to the statistics, 18.1 percent of the AFDC families were on welfare in 1967 because the father had deserted. But in New York and New Jersey, the two States with the highest AFDC payment levels—where welfare is a comfortable way of life—the percentages of desertions were 31.4 percent and 32.4 percent, respectively.

Nationwide, illegitimacy represented the basis of eligibility for 26.8 percent of the AFDC families in 1967. In the District of Columbia, however, the father was not married to the mother in 41 percent of the families. (See table 1, p. 10.)

We do not know if any mothers receiving AFDC continue having illegitimate children for the sake of increasing their welfare payments. But the study conducted by the Department of Health, Education, and Welfare shows an astounding amount of multiple illegitimacies. In the 1969 study 721,000 families—44 percent of all families on AFDC—had illegitimate children. Of this total, 346,000 had one illegitimate child, 174,800 had two illegitimate children, and 89,500 had three illegitimate children. There were even 1,300 families with 10 or more illegitimate children. (See table 4, p. 15.)

Mr. President, with statistics like these mirroring today's welfare rolls, the administration must recognize that illegitimacy and family breakup are social problems that have made a major contribution to the recent precipitous increases in the welfare rolls.

#### H.R. 1—NO SOLUTION

I am sorry to say, however, that the administration's original welfare proposal submitted to the Congress in 1969 did nothing to deal with this issue; in

some ways, the bill would have aggravated the situation. And this year's bill is no better.

Mr. President, I have already analyzed for the Senate the true nature of the administration's welfare expansion bill in a Senate speech entitled "Welfare reform—Or is it?" In that speech, which appears in the CONGRESSIONAL RECORD of August 6, 1971, I pointed out how the administration bill totally failed to deal with either of the two principal causes of the welfare crisis—the work incentive and the broken home.

In significant respects, the administration's plan, which is nothing less than a guaranteed annual income, actually makes the welfare mess worse—stifling the work ethic by providing larger payments to those who do no work at all, and encouraging family breakup and illegitimacy with financial rewards.

Let me urge my colleagues to read my August remarks. I will have more to say at a later time regarding the work incentive and the high level of welfare cheating in America. But today, let me offer at least a partial solution to the problems of desertion and illegitimacy.

Family breakup and illegitimacy are issues we must deal with. Let me quote from an article entitled "The Crisis in Welfare" which was written by Daniel P. Moynihan in 1968:

While minority group spokesmen are increasingly protesting the oppressive features of the welfare system and liberal scholars are actively developing the concept of the constitutional rights of welfare recipients with respect to such matters as man in the house searches, it is nonetheless the fact that the poor of the United States today enjoy a quite unprecedented de facto freedom to abandon their children in the certain knowledge that society will care for them and, what is more, in a State such as New York, to care for them by quite decent standards. Through most of history a man who deserted his family pretty much assured that they would starve or near to it if he was not brought back, and that he would be horse-whipped if he were. Much attention is paid to the fact that the number of able-bodied men receiving benefits under the AFDC program is so small . . .

Now a working-class or middle-class American who chooses to leave his family is normally required first to go through elaborate legal proceedings and thereafter to devote much of his income to supporting them. Normally speaking society gives him nothing. The fathers of AFDC families, however, simply disappear. Only a person invincibly prejudiced on behalf of the poor would deny that there are attractions in such freedom of movement.

That is what was said by Daniel P. Moynihan, the President's family assistance adviser in 1969 and 1970.

Mr. Moynihan cites as a necessary element for welfare reform "a sharp curtailment of the freedom now by and large enjoyed by low-income groups to produce children they cannot support and, in the case of family heads, to abandon women and children they are no longer willing to live with."

#### ELEMENTS OF THE LONG BILL

Historically, the Congress has attempted to deal with the problems of desertion and illegitimacy over the years but, it must be admitted, with small success. I am introducing today a bill designed to combat these two problems.

In my opinion, a solution to the problem of family desertion and illegitimacy will do more to correct the welfare mess than any other action we can take. Paternity and support suits enforced by the Federal Government can create a semblance of responsibility and discipline in an area where irresponsibility and permissiveness have too long prevailed.

Present law requires that the State welfare agency undertake to establish the paternity of each child receiving welfare who was born out of wedlock, and to secure support for him; if the child has been deserted or abandoned by his parent, the welfare agency is required to secure support for the child from the deserting parent, utilizing any reciprocal arrangements adopted with other States to obtain or enforce court orders for support. The State welfare agency is further required to enter into cooperative arrangements with the courts and with law enforcement officials to carry out this program. Access is authorized to both social security and Internal Revenue Service records in locating deserting parents. But these measures have been shown to be inadequate.

In its consideration last year of ways to improve the welfare program, the Committee on Finance felt that the provisions of present law were useful and should be retained. However, it was clear that further action was necessary to permit more extensive involvement of the Federal Government in cases where the father is able to avoid his parental responsibility by crossing State lines.

#### CHILD DESERTION—A FEDERAL CRIME

First, the committee bill would have made it a Federal misdemeanor for a father to cross State lines in order to

avoid his family responsibility. The penalty under this provision was imprisonment for up to 1 year.

Today, despite the billions of dollars Uncle Sam is putting into the welfare program to care for needy children, desertion is not a Federal offense. In those States where it is a crime, a deserting parent simply moves to another State and places himself beyond the reach of the State whose law he is violating.

The law today makes it a simple matter for an unwilling parent to avoid his responsibilities, simply disappear, and leave his children to be paid for by the American taxpayers through the welfare system. By and large, these American taxpayers are living up to their own responsibilities, supporting their own children, and it is a brutally unfair law which requires them to also support the children of the deadbeats who abandon them to welfare. Knowing that Federal officials will be on their trail, and that they cannot avoid prosecution merely by crossing State lines, these people are going to think twice before deciding to shirk their responsibility toward their own children.

#### PARENTAL RESPONSIBILITY ENFORCED

Second, the committee bill would have provided that an individual who has deserted or abandoned his spouse, child or children shall owe a monetary obligation to the United States equal to the Federal share of any welfare payments made to the spouse or child during the period of desertion or abandonment. In those cases where a court has issued an order for the support and maintenance of the deserted spouse or children the obligation of the deserting parent would be limited to the amount specified by the court order.

We felt we should continue to provide an incentive for States to seek to obtain a court order requiring the deserting parent to support his family. Therefore, under last year's committee bill, if the State has obtained a court order, the Federal Government would attempt to recover both the Federal and non-Federal share of welfare payments to the deserting father's family. If the State has not obtained a court order, the Federal Government would only attempt to recover the Federal share of the welfare payments.

The bill would also have provided that information regarding the whereabouts of the deserting individual would be furnished, on request, by the Federal Government to the deserted spouse, or to the

guardian or custodian of the child or children deserted, or their counsel.

This creation of an obligation to reimburse the Federal Government for welfare payments to his children means that an errant father could no longer abandon his children on the taxpayer's doorstep and expect someone else to do for his children what he is unwilling to do.

The bill I am introducing today, Mr. President, incorporates these important provisions of last year's committee bill. It also makes two important additions to last year's committee bill.

#### A ROLE FOR THE TAX COLLECTOR

First, it provides for the collection of the deserting father's liability to the United States by the Internal Revenue Service through its tax collection procedures. The Senate passed such a provision in 1967, but it was taken out of the bill in conference because it was thought that locating the deserting father through tax records would be sufficient and from that point forward court orders could easily be enforced. Unfortunately, time has proven us wrong and a more effective device is called for. Using the tax collector as the Senate proposed in 1967 is an obvious choice.

This collection procedure is the key to enforcing the Federal obligation to repay amounts disbursed in welfare checks to a runaway father's family.

I know the tax collector feels his function should be limited to the collection of the Federal revenues but, in this instance, the payments he would be collecting are the direct equivalent of tax payments. Every dollar he collects in this way replaces a dollar of tax revenues which today is lost through the welfare system.

#### A ROLE FOR POVERTY LAWYERS

A second feature of my bill requires the maximum use of legal services lawyers in obtaining support orders on behalf of destitute mothers and children who have been abandoned.

In my opinion, this is the sort of work the poverty lawyers today should be engaged in. They should be helping destitute mothers and children obtain support payments from their absconding father. They should be out enforcing those support payments. In the past, these federally funded poverty lawyers have directed their efforts not to helping poor mothers and children get support money from the runaway father, but toward striking down good Federal laws

and creating the welfare mess we have now. This feature of the amendment would permit these poverty lawyers to do the job for the poor that was contemplated when the legal program was established. The success they achieved in obtaining support money from runaway fathers would be directly offset by reductions in welfare costs.

#### ESTABLISHING PATERNITY

The bill I am introducing today also includes another provision from last year's committee bill, one intended to clarify congressional intent in view of a court interpretation very much out of step with congressional intent.

As I mentioned earlier, the Congress has written into the Social Security Act a provision requiring the State welfare agency—

In the case of a child born out of wedlock who is receiving aid to families with dependent children, to establish the paternity of such child.

Despite this clear legislative history, a U.S. district court in August 1969, ruled that a mother's refusal to name the father of her illegitimate child could not result in denial of Aid to Families with Dependent Children. The applicable State regulation was held to be inconsistent with the provision in Federal law that AFDC be "promptly furnished to all eligible individuals," on the grounds that the State regulation imposed an additional condition of eligibility not required by Federal law.

The dissenting opinion stated:

Unless the principle of personal parental responsibility is to be abandoned, as an obsolete cornerstone for gaging welfare eligibility, a full disclosure is a necessary and implied governmental prerogative, which requires the applicant to disclose all relevant information. Absent this personal responsibility and cooperativeness between the applicant-mother and the government, the effectiveness of the program would be seriously challenged because she is the sole source of this information; and without it the system designed to establish paternity could not function. . . .

Congress created this system which requires only the identity of the father, to allow enforcement officials with the assistance of the Internal Revenue Service and the social security files, to locate an absconding father. It is one of the very few occasions when the information in those records is statutorily made available for use outside the agencies' official business. Could it be that Congress contemplated this elaborate system would be paralyzed by an uncooperative applicant-mother who could still suc-

cessfully insist that she be paid her full monetary allotment?

Our answer is an emphatic "No." Under the provision we wrote into the committee bill last year, the intent of the Congress that States must attempt to establish the paternity of a child born out of wedlock was reaffirmed by providing that the requirement that welfare be furnished "promptly" may not preclude a State from seeking the aid of a mother in identifying the father of the child.

Why should we not know who the father is? Why should we not identify him and prosecute him, if necessary, to get support money from him for his family? Why should we not do whatever we can to make him a more responsive parent toward his own children, despite his apparent preference for irresponsibility?

We have got to stop this ridiculous situation we find ourselves in today where most any man who wants to can avoid supporting his children by in effect depositing them on Uncle Sam's doorstep, expecting the taxpayer of America to pay his bills for him.

#### WELFARE ALLOWANCE FOR SUPPORT PAYMENTS

So, the bill I am introducing today provides for the identification of the father of illegitimate welfare children or applicants so his responsibility to his offspring can be determined and enforced. Indeed, it goes further. It would provide a positive incentive for abandoned mothers to identify the father and aid in securing support payments from him.

Under present law, we require that a portion of the earnings of welfare recipients be disregarded in determining the amount of the welfare payment in order to provide an incentive to work. My bill would extend the same treatment as is now accorded earned income to income regularly received as support payments from a husband who has deserted, if the payments are made pursuant to a court order. I hope this will serve as an incentive for these mothers to help us in seeking to require a father to meet his responsibility to support his family.

#### INCREASED FEDERAL MATCHING FOR FAMILY PLANNING

In previous legislation, Congress has also attempted to deal with the problem of growing illegitimacy. In 1962, Federal matching was increased from 50 to 75 percent for services aimed at reducing or preventing dependency; this could in-

clude family planning services and other services to combat illegitimacy. In 1965, the medical program was established, which provided a further mechanism for funding family planning services. In 1967, the Congress took a significant new step by requiring States as part of their AFDC program to establish a program to combat illegitimacy and by requiring them to offer family planning services to all appropriate AFDC recipients.

The progress which has been made under the 1967 amendments, unfortunately, has not met our hopes. The annual report by the Department of Health, Education, and Welfare covering family planning services includes information which makes clear that the mandate of the Congress that all appropriate AFDC recipients be provided family planning services has not been fulfilled.

Both the HEW report and testimony in hearings before the Finance Committee last year indicated that lack of the State and local 25 percent matching share had held back the expansion of family planning services. The bill I am introducing today, like last year's Senate social security bill, would increase Federal matching for family planning services from 75 to 100 percent.

My own State of Louisiana has taken the lead in providing family services to poor people. They have found tremendous positive response from women who for the first time in their lives have a chance to control their own fate. Women are all for family planning. If you do not believe me, then just ask them as I did. Basically, what we are talking about is equal rights—poor people ought to have the same ability to plan their families as do the middle class and the wealthy.

Not only would this family planning amendment enhance the future of the women whose lives it touches, but in addition, Federal dollars invested today in family planning services will save us millions of dollars in future welfare costs.

Mr. President, the provisions of my bill would not solve the welfare problem. But they would represent an important first step by dealing responsibly and responsibly with the two major causes of the explosive growth of the AFDC rolls in recent years.

EXHIBIT 1—EXCERPT FROM THE WASHINGTON STAR

CENSUS DATA ON BLACKS—BROKEN HOMES ON INCREASE

(By Philip Meyer)

Figures indicating an increase in broken homes among Negroes are turning up in new data published by the Census Bureau.

The census statistics also show educational and economic gains.

More nonwhite children now are growing up with one or both parents absent than were 10 years ago.

The same time period has also seen an increase in the number of nonwhite married women who are separated from their husbands.

In the case of whites, both of these broken-home indicators have held fairly constant in the last decade.

Earlier figures in both categories were cited in 1965 by Daniel Patrick Moynihan, then an Assistant Secretary of Labor, in a report that became highly controversial, "The Negro Family: The Case for National Action."

"At the heart of the deterioration of the fabric of Negro society is the deterioration of the Negro family," Moynihan wrote. "It is the fundamental source of the weakness of the Negro community at the present time."

One figure he cited then was 33.7 percent of nonwhite children under 18 not living with both parents. That figure was based on the 1960 census.

In March 1970, the Census Bureau's population survey found, 39.5 percent of nonwhite children had one or both parents missing.

Ten percent of white children were without one or both parents in 1960 and 10.9 percent in 1970.

Another set of figures listed by Moynihan showed that 13.8 percent of nonwhite married women were separated from their husbands in 1960, compared to 4.1 percent of white married women.

In 1970, the proportion of separated nonwhite women had crept up to 16.8 percent. Among white married women it still was 4.1 percent.

Both sets of figures came from the Census Bureau's Monthly Current Population Survey, which is based on a sample of 50,000 households and is subject to some error.

The illegitimacy rate has also increased for both whites and blacks since the Moynihan report noted that in 1963, 3 percent of white births and 24 percent of nonwhite births were illegitimate. The comparable 1968 figures are 5 percent for whites and 31 percent for nonwhites.

The Moynihan report cited 1963 income figures to show that the median nonwhite family income was only 53 percent of white family income. The Census Bureau's latest consumer income study shows that in 1969, nonwhite income was up to 63 percent of white income.

The gap between white and nonwhite unemployment is also narrowing. For most of the last decade, the unemployment rate for nonwhites has been more than twice the jobless rate for whites. In 1970, it was somewhat less than twice: 4.5 percent for whites and 8.2 percent for nonwhites.

Education has also improved for blacks. In 1960, only 40 percent of blacks between the ages of 20 and 24 had finished high school. In the 1970 figures, 65 percent of blacks in that age group had finished high school.

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**SUPPORTING MATERIAL**

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TABLE 1.—AFDC families by status of father with respect to the family, 1967: Father absent from home

| State                     | Total families | Father absent from home |                  |                           |  |                     |                              |                  |              |
|---------------------------|----------------|-------------------------|------------------|---------------------------|--|---------------------|------------------------------|------------------|--------------|
|                           |                | Total                   | Parents divorced | Parents legally separated | Parents separated without court decree | Father has deserted | Father not married to mother | Father in prison | Other reason |
| <b>Total:</b>             |                |                         |                  |                           |  |                     |                              |                  |              |
| Number.....               | 1, 278, 273    | 948, 470                | 161, 277         | 34, 211                   | 123, 376                               | 231, 758            | 342, 060                     | 38, 178          | 17, 610      |
| Percent.....              | 100. 0         | 74. 2                   | 12. 6            | 2. 7                      | 9. 7                                   | 18. 1               | 26. 8                        | 3. 0             | 1. 4         |
| Alabama.....              | 18, 137        | 68. 5                   | 5. 9             | 1. 0                      | 6. 5                                   | 17. 5               | 32. 7                        | 2. 9             | 2. 0         |
| Alaska.....               | 1, 717         | 61. 4                   | 17. 6            | . 9                       | 5. 5                                   | 5. 1                | 27. 6                        | 3. 2             | 1. 5         |
| Arizona.....              | 10, 208        | 74. 3                   | 14. 9            | 1. 2                      | 6. 8                                   | 21. 4               | 25. 3                        | 3. 3             | 1. 4         |
| Arkansas.....             | 9, 233         | 63. 2                   | 10. 6            | . 9                       | 7. 3                                   | 14. 8               | 26. 4                        | 2. 6             | . 5          |
| California.....           | 193, 336       | 73. 8                   | 16. 7            | 3. 4                      | 13. 9                                  | 7. 6                | 27. 0                        | 3. 8             | 1. 4         |
| Colorado.....             | 13, 951        | 66. 8                   | 19. 4            | 2. 1                      | 9. 5                                   | 15. 2               | 16. 1                        | 3. 8             | . 8          |
| Connecticut.....          | 15, 845        | 85. 7                   | 11. 4            | 4. 6                      | 14. 2                                  | 18. 7               | 32. 3                        | 2. 8             | 1. 5         |
| Delaware.....             | 3, 818         | 78. 5                   | 4. 6             | 4. 1                      | 11. 9                                  | 24. 4               | 29. 1                        | 3. 1             | 1. 3         |
| District of Columbia..... | 5, 341         | 85. 3                   | 1. 9             | . 7                       | 12. 4                                  | 24. 3               | 41. 0                        | 3. 6             | 1. 3         |
| Florida.....              | 37, 334        | 80. 7                   | 9. 1             | 1. 6                      | 8. 0                                   | 26. 3               | 31. 9                        | 2. 6             | 1. 3         |
| Georgia.....              | 25, 941        | 63. 9                   | 5. 9             | 1. 0                      | 6. 2                                   | 24. 7               | 18. 5                        | 5. 0             | 2. 5         |
| Hawaii.....               | 4, 649         | 69. 9                   | 25. 2            | 2. 5                      | 6. 8                                   | 4. 6                | 25. 1                        | 1. 7             | 4. 0         |
| Idaho.....                | 3, 047         | 83. 2                   | 43. 0            | 1. 6                      | 6. 3                                   | 13. 4               | 16. 3                        | 1. 1             | 1. 4         |
| Illinois.....             | 57, 903        | 84. 0                   | 9. 8             | 1. 5                      | 7. 3                                   | 23. 9               | 37. 6                        | 2. 6             | 1. 2         |
| Indiana.....              | 12, 172        | 81. 9                   | 25. 6            | 8. 3                      | 6. 3                                   | 11. 1               | 24. 9                        | 4. 4             | 1. 3         |
| Iowa.....                 | 11, 795        | 75. 3                   | 37. 1            | 1. 4                      | 7. 3                                   | 10. 3               | 15. 0                        | 2. 5             | 1. 8         |
| Kansas.....               | 8, 960         | 69. 6                   | 26. 0            | 3. 1                      | 6. 4                                   | 9. 1                | 19. 5                        | 3. 5             | 2. 0         |
| Kentucky.....             | 26, 804        | 61. 9                   | 13. 3            | 1. 0                      | 0                                      | 15. 5               | 28. 4                        | 3. 3             | . 4          |
| Louisiana.....            | 27, 156        | 64. 3                   | 5. 1             | 1. 4                      | 12. 9                                  | 13. 0               | 27. 2                        | 3. 3             | 1. 3         |
| Maine.....                | 5, 874         | 79. 0                   | 41. 6            | 2. 4                      | 7. 3                                   | 5. 8                | 19. 1                        | 2. 1             | . 7          |

|                     |          |       |       |      |       |       |       |      |      |
|---------------------|----------|-------|-------|------|-------|-------|-------|------|------|
| Maryland-----       | 26, 443  | 78. 6 | 3. 4  | 1. 7 | 16. 6 | 20. 1 | 31. 7 | 3. 3 | 1. 8 |
| Massachusetts-----  | 35, 958  | 78. 2 | 20. 9 | 9. 2 | 14. 7 | 10. 7 | 20. 0 | 1. 9 | . 9  |
| Michigan-----       | 44, 455  | 84. 0 | 18. 6 | 3. 3 | 15. 9 | 10. 3 | 32. 9 | 2. 0 | 1. 0 |
| Minnesota-----      | 15, 929  | 70. 2 | 36. 9 | 4. 6 | 5. 3  | 5. 0  | 16. 2 | 1. 3 | 1. 0 |
| Mississippi-----    | 23, 671  | 62. 8 | 4. 0  | . 1  | 3. 3  | 21. 2 | 32. 1 | 1. 3 | . 9  |
| Missouri-----       | 26, 729  | 75. 1 | 16. 9 | . 8  | 11. 1 | 15. 5 | 26. 9 | 2. 4 | 1. 6 |
| Montana-----        | 2, 495   | 72. 9 | 31. 7 | . 8  | 5. 0  | 9. 4  | 21. 0 | 3. 0 | 2. 0 |
| Nebraska-----       | 5, 509   | 81. 7 | 31. 0 | 6. 0 | 8. 3  | 10. 5 | 22. 2 | 2. 0 | 1. 7 |
| Nevada-----         | 1, 648   | 86. 4 | 23. 1 | 1. 3 | 10. 8 | 14. 5 | 33. 7 | 2. 2 | . 8  |
| New Hampshire-----  | 1, 402   | 86. 2 | 36. 9 | 5. 4 | 17. 1 | 13. 1 | 10. 8 | 1. 7 | 1. 0 |
| New Jersey-----     | 36, 176  | 88. 8 | 5. 3  | 2. 3 | 11. 3 | 32. 4 | 33. 7 | 2. 5 | 1. 2 |
| New Mexico-----     | 9, 396   | 73. 0 | 18. 9 | 1. 6 | 5. 7  | 12. 8 | 30. 4 | 2. 1 | 1. 6 |
| New York-----       | 196, 218 | 79. 5 | 4. 3  | 3. 4 | 8. 9  | 31. 4 | 27. 5 | 2. 5 | 1. 6 |
| North Carolina----- | 26, 098  | 72. 3 | 4. 1  | 1. 1 | 5. 9  | 20. 9 | 34. 2 | 4. 8 | 1. 4 |
| North Dakota-----   | 2, 312   | 68. 7 | 27. 3 | 2. 9 | 5. 7  | 10. 5 | 18. 1 | 1. 7 | 2. 5 |
| Ohio-----           | 53, 479  | 80. 2 | 15. 9 | 3. 3 | 10. 7 | 14. 2 | 30. 8 | 4. 1 | 1. 3 |
| Oklahoma-----       | 22, 316  | 69. 5 | 24. 3 | 1. 1 | 8. 4  | 6. 5  | 26. 7 | 1. 7 | . 9  |
| Oregon-----         | 10, 206  | 74. 0 | 25. 5 | 1. 2 | 14. 7 | 9. 2  | 17. 7 | 2. 7 | 3. 0 |
| Pennsylvania-----   | 67, 656  | 71. 8 | 6. 3  | 2. 2 | 12. 3 | 17. 2 | 29. 7 | 2. 9 | 1. 3 |
| Puerto Rico-----    | 37, 458  | 46. 7 | 2. 4  | . 4  | 4. 0  | 35. 9 | 1. 1  | 1. 5 | 1. 5 |
| Rhode Island-----   | 7, 501   | 77. 5 | 17. 7 | 8. 7 | 17. 0 | 9. 3  | 21. 1 | 2. 3 | 1. 4 |
| South Carolina----- | 6, 996   | 49. 6 | . 9   | . 2  | 1. 2  | 28. 3 | 11. 1 | 7. 9 | 0.   |
| South Dakota-----   | 3, 706   | 74. 0 | 24. 6 | 2. 5 | 9. 1  | 9. 3  | 25. 2 | 2. 1 | 1. 2 |
| Tennessee-----      | 23, 535  | 70. 1 | 12. 8 | . 6  | 4. 6  | 15. 6 | 32. 0 | 3. 5 | 1. 0 |
| Texas-----          | 26, 355  | 74. 4 | 15. 2 | 1. 6 | 8. 3  | 19. 6 | 23. 7 | 4. 9 | 1. 1 |
| Utah-----           | 6, 672   | 63. 5 | 31. 5 | 2. 9 | 4. 6  | 7. 3  | 12. 6 | 1. 7 | 2. 7 |
| Vermont-----        | 2, 105   | 77. 0 | 25. 9 | 4. 8 | 10. 6 | 12. 1 | 18. 8 | 3. 1 | 1. 7 |
| Virginia-----       | 10, 153  | 76. 2 | 6. 2  | 1. 5 | 6. 5  | 22. 9 | 33. 4 | 5. 3 | . 4  |
| Virgin Islands----- | 393      | 81. 2 | 3. 8  | 1. 5 | 1. 9  | 57. 3 | 8. 7  | 3. 1 | 5. 3 |
| Washington-----     | 15, 867  | 76. 2 | 30. 2 | 3. 6 | 11. 3 | 9. 8  | 16. 3 | 2. 5 | 2. 5 |
| West Virginia-----  | 20, 887  | 43. 0 | 6. 5  | 1. 4 | 1. 5  | 13. 1 | 18. 3 | 1. 5 | . 7  |
| Wisconsin-----      | 14, 610  | 74. 3 | 26. 8 | 6. 2 | 3. 5  | 8. 9  | 25. 0 | 3. 4 | 1. 4 |
| Wyoming-----        | 1, 220   | 80. 5 | 39. 4 | 1. 2 | 6. 5  | 9. 0  | 18. 5 | 2. 7 | 3. 3 |

Source : Department of Health, Education, and Welfare.

TABLE 2.—CHILDREN RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN AS A PROPORTION OF CHILD POPULATION AND BY STATUS OF FATHER, 1940 TO 1970

[Number of children in thousands]

| June of   | Total children receiving AFDC |  | Number of children receiving AFDC by status of father <sup>1</sup> |                      |               |            |                    |
|-----------|-------------------------------|--|--|----------------------|---------------|------------|--------------------|
|           | Number                        | Number per 1,000 population under age 18 | Dead   | Absent from the home | Incapacitated | Unemployed | Other <sup>2</sup> |
| 1940..... | 835                           | 20                                       | 347  | 253                  | 227           | .....      | 8                  |
| 1941..... | 946                           | 23                                       | 373  | 304                  | 259           | .....      | 10                 |
| 1942..... | 952                           | 23                                       | 354  | 325                  | 262           | .....      | 11                 |
| 1943..... | 746                           | 18                                       | 260  | 269                  | 207           | .....      | 10                 |
| 1944..... | 651                           | 16                                       | 213  | 247                  | 181           | .....      | 10                 |
| 1945..... | 647                           | 15                                       | 197  | 257                  | 182           | .....      | 11                 |
| 1946..... | 799                           | 19                                       | 225  | 334                  | 225           | .....      | 15                 |
| 1947..... | 1,009                         | 23                                       | 262  | 441                  | 286           | .....      | 20                 |
| 1948..... | 1,146                         | 25                                       | 272  | 522                  | 327           | .....      | 25                 |
| 1949..... | 1,366                         | 29                                       | 306  | 648                  | 382           | .....      | 30                 |
| 1950..... | 1,660                         | 34                                       | 350  | 818                  | 455           | .....      | 37                 |
| 1951..... | 1,617                         | 32                                       | 320  | 826                  | 435           | .....      | 36                 |
| 1952..... | 1,527                         | 30                                       | 283  | 808                  | 402           | .....      | 34                 |
| 1953..... | 1,493                         | 28                                       | 255  | 819                  | 386           | .....      | 33                 |
| 1954..... | 1,566                         | 29                                       | 245  | 884                  | 404           | .....      | 33                 |

|           |       |    |     |       |     |     |     |
|-----------|-------|----|-----|-------|-----|-----|-----|
| 1955..... | 1,691 | 30 | 234 | 982   | 443 |     | 32  |
| 1956..... | 1,707 | 29 | 210 | 1,015 | 451 |     | 31  |
| 1957..... | 1,831 | 30 | 211 | 1,103 | 482 |     | 35  |
| 1958..... | 2,090 | 34 | 222 | 1,278 | 546 |     | 44  |
| 1959..... | 2,239 | 35 | 217 | 1,399 | 571 |     | 52  |
| 1960..... | 2,322 | 35 | 202 | 1,493 | 569 |     | 58  |
| 1961..... | 2,600 | 39 | 193 | 1,658 | 590 | 89  | 71  |
| 1962..... | 2,819 | 41 | 198 | 1,774 | 594 | 179 | 74  |
| 1963..... | 2,893 | 41 | 198 | 1,856 | 584 | 179 | 76  |
| 1964..... | 3,097 | 43 | 203 | 1,990 | 583 | 238 | 83  |
| 1965..... | 3,241 | 45 | 208 | 2,130 | 584 | 232 | 87  |
| 1966..... | 3,382 | 47 | 212 | 2,282 | 583 | 213 | 92  |
| 1967..... | 3,744 | 52 | 224 | 2,558 | 608 | 250 | 105 |
| 1968..... | 4,207 | 58 | 246 | 2,956 | 652 | 234 | 119 |
| 1969..... | 4,893 | 68 | 274 | 3,563 | 684 | 242 | 130 |
| 1970..... | 6,092 | 85 | 340 | 4,414 | 847 | 329 | 162 |

<sup>1</sup> Based on information obtained from State agencies in October 1942, June 1948, November 1953, February-March 1956, October-December 1958, November-December 1961 and May 1969. Data based on 1942-56 studies adjusted to agree with later classification with respect to coverage of "absent from the home" and "other."

<sup>2</sup> Includes children with father in home as caretaker because of death, absence, or incapacity of mother.

Source: Department of Health, Education, and Welfare.

Chart A

NUMBER OF CHILDREN RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN MONEY PAYMENTS BY STATUS OF FATHER, JUNE OF SELECTED YEARS, 1940 TO DATE

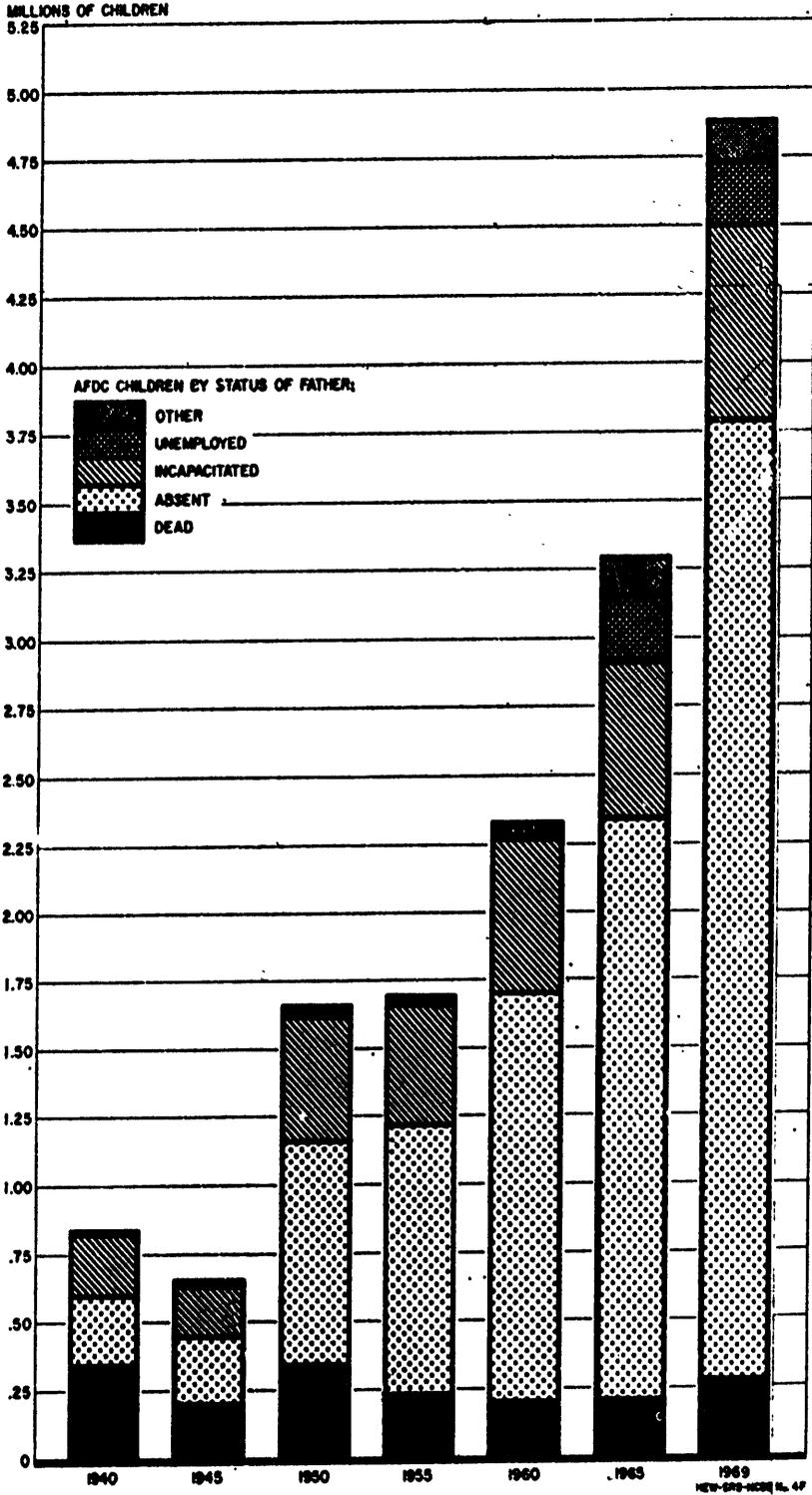


TABLE 3.—AFDC FAMILIES BY PARENTAGE OF CHILDREN, 1969

| Parentage  | Number    | Percent |
|--|-----------|---------|
| Total.....   | 1,630,400 | 100.0   |
| Same mother and same father.....                                     | 1,101,300 | 67.5    |
| Same mother, but two or more different fathers.....                  | 468,300   | 28.7    |
| Same father, but two or more different mothers.....                  | 4,500     | .3      |
| Two or more different mothers and two or more different fathers..... | 39,600    | 2.4     |
| Unknown.....   | 16,700    | 1.0     |

Source: Department of Health, Education, and Welfare.

TABLE 4.—AFDC FAMILIES WITH SPECIFIED NUMBER OF ILLÉGITIMATE RECIPIENT CHILDREN, 1969

| Number of children | Number    | Percent |
|--------------------|-----------|---------|
| Total.....         | 1,630,400 | 100.0   |
| None.....          | 906,900   | 55.6    |
| 1.....             | 346,600   | 21.3    |
| 2.....             | 174,800   | 10.7    |
| 3.....             | 89,500    | 5.5     |
| 4.....             | 50,500    | 3.1     |
| 5.....             | 27,100    | 1.7     |
| 6.....             | 15,200    | .9      |
| 7.....             | 10,200    | .6      |
| 8.....             | 4,200     | .3      |
| 9.....             | 2,200     | .1      |
| 10 or more.....    | 1,300     | .1      |
| Not reported.....  | 1,900     | .1      |

Source: Department of Health, Education, and Welfare.

TABLE 5.—AFDC FAMILIES BY STATUS OF FATHER, 1961, 1967,  
AND 1969

| Status   | Percent of families in— |       |                  |
|--|-------------------------|-------|------------------|
|  | 1961                    | 1967  | 1969             |
| Total.....   | 100.0                   | 100.0 | 100.0            |
| Dead.....  | 7.7                     | 5.5   | 5.5              |
| Incapacitated.....   | 18.1                    | 12.0  | 11.5             |
| Unemployed.....  | 5.2                     | 5.1   | 4.8              |
| Absent from the home:  |                         |       |                  |
| Divorced.....  | 13.7                    | 12.6  | 13.7             |
| Legally separated.....   |                         | 2.7   | 2.8              |
| Separated without court decree.  | 8.2                     | 9.7   | 10.9             |
| Deserted.....  | 18.6                    | 18.1  | 15.9             |
| Not married to mother.....   | 21.3                    | 26.8  | 27.9             |
| In prison.....   | 4.2                     | 3.0   | 2.6              |
| Absent for another reason.....   | .6                      | 1.4   | 1.6              |
| Subtotal.....  | 66.7                    | 74.2  | 75.4             |
| Other status:  |                         |       |                  |
| Stepfather case.....   | 2.2                     | 1.9   | 1.9              |
| Children not deprived of sup-<br>port or care of father, but of<br>mother..... |                         | 1.3   | .9               |
| Not reported.....  |                         |       | ( <sup>1</sup> ) |

<sup>1</sup> Less than 0.05.

Source: Department of Health, Education, and Welfare.

**TABLE 6.—AFDC FAMILIES BY WHEREABOUTS OF FATHER, 1969**

| Whereabouts  | Number           | Percent      |
|--|------------------|--------------|
| <b>Total</b> .....   | <b>1,630,400</b> | <b>100.0</b> |
| <b>In the home</b> .....                                     | <b>297,500</b>   | <b>18.2</b>  |
| <b>In an institution:</b>                                    |                  |              |
| Mental institution.....                                      | 6,900            | .4           |
| Other medical institution.....                               | 6,200            | .4           |
| Prison or reformatory.....                                   | 53,500           | 3.3          |
| Other institution.....                                       | 1,300            | .1           |
| <b>Not in the home or an institution; he is residing in:</b> |                  |              |
| Same county.....   | 311,300          | 19.1         |
| Different county; same State.....                            | 86,200           | 5.3          |
| Different State and in the United States.....                | 128,100          | 7.9          |
| A foreign country.....                                       | 18,000           | 1.1          |
| <b>Whereabouts unknown</b> .....                             | <b>630,600</b>   | <b>38.7</b>  |
| <b>Inapplicable (father deceased)</b> .....                  | <b>90,800</b>    | <b>5.6</b>   |

Source: Department of Health, Education, and Welfare.

