

NON-RESIDENT APPLICATIONS MADE TO THE SHAWNEE COUNTY
SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959
THROUGH JUNE 30, 1959

by

Mildred Jones
A.B., Washburn University, Topeka, 1943

Submitted to the Department of Social Work
and the Faculty of the Graduate School of
the University of Kansas in partial ful-
fillment of the requirements for the degree
of Master of Social Work.

Instructor in Charge

For the Department

June, 1960

TABLE OF CONTENTS

CHAPTERS

	<u>Page</u>
I. Introduction	1
II. Purpose, Scope, and Method	8
Purpose	88
Scope	12
Method	14
III. Analysis of Data Obtained from Case Records of Study Group	16
Identifying Information: Sex, Race, Age, Marital Status, and Education	16
Personality of Applicant and Family Relationships	19
Family Composition	23
Race and Family Composition	24
Occupational Composition	25
Occupation According to Age, Race and Education	28
Frequency of Job Turnover	29
Sources of Income	29
Real and Personal Property and Current Debts	30
Home Setting	31
Health of Family	35
Presumed Residence	33
Reason for Coming to Kansas	33
Length of Time in Kansas	39
Reason for Making Application	40
What the Application Would Have Been Made for if the Applicant Had Been a Resident of Kansas	42
What Disposition Was Made of the Application	42
The Effect of the Non-Resident Requirement on the Applicants	45
IV. Summary and Conclusions	47

APPENDICES

A. Case Record Schedule	54
B. Instructions for Case Record Schedule	59
C. Bibliography	63
D. "What They Say about Residence Laws"	65

LIST OF TABLES

	<u>Page</u>
1. Sex and Race of Fifty Non-Resident Applicants to the Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	17
2. Age of Fifty Non-Residents to the Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	18
3. Marital Status by Sex of Fifty Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959..	19
4. Type of Family Unit and Number of Persons in Household of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	25
5. Usual Occupation of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	27
6. Present Occupations of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	28
7. Sources of Income of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	30
8. Types of Neighborhood Where Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, Lived, January 1, 1959 through June 30, 1959	33
9. Living Arrangements of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	34
10. Presumed Residence of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	37
11. Length of Time in Kansas of Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	39

	<u>Page</u>
12. Reason for Making Application for Assistance by Non-Resident Applicants to Shawnee County Social Welfare Board, Topeka, Kansas, January 1, 1959 through June 30, 1959	41
13. Reason for Acceptance of Non-Resident Applications through the General Assistance and Non-Resident Fund to the Shawnee County Social Welfare Board, January 1, 1959 through June 30, 1959	43
14. Reasons for Rejection of Non-Resident Applications through the General Assistance and Non-Resident Fund to the Shawnee County Social Welfare Board, January 1, 1959 through June 30, 1959	44

CHAPTER I

INTRODUCTION

The word "residence" has different meanings to different people. To some it may mean the place where a person is presently living, or it may mean where one plans to stay permanently. To others it may mean the difference between the right to receive public assistance or not, depending on whether they have lived in a place a required period of time. In determining eligibility for public assistance, what constitutes residence has been determined by statutes and varies from state to state.

Our existing resident laws originally grew out of feudal society and were later incorporated into the Elizabethan Poor Laws with the passage of the Settlement Act of 1662. The Act set up a system of restraining individuals from going from one parish to another by removing or conveying such person or persons where he or they were legally settled.¹ These laws came to the United States with the first English Colonists and legal settlement was accepted as an eligibility requirement for the receipt of poor relief.² Today, settlement laws still persist in most of the states.

¹ Arthur P. Miles, An Introduction to Public Welfare (1949), p. 29.

² Ibid., p. 56.

They mean that public assistance authorities are not obligated to support indigent non-residents and may return them to the community where they belong. The length of residence required to obtain 'legal settlement right' varies from a period of one year in most states to a maximum of five years, frequently with different provisions for categorical and general assistance. Rhode Island was the first state to abolish all settlement requirements in 1945, and New York followed in 1946, requiring only presence in the state at the time of application. Pennsylvania refuses public assistance to non-residents, except those who come from states which have no settlement requirements. The majority of states, however, still maintain their settlement laws and frequently special provisions for counties within the state.³

It was not until the depression period of 1930-1940 that the federal or state legislators gave much attention to problems growing out of the archaic settlement laws. The size of the unsettled dependant population at that time caused Congress to include in the Federal Emergency Relief Act of 1933 a provision designating special funds for the care of homeless and needy transient persons. This program was dropped in 1935 and the states reverted to their old methods of dealing with the unsettled poor.⁴

Various official and nonofficial groups have turned their attention to the residence provisions of public assistance laws. From these various groups arguments for and against settlement and residence laws have been formulated.

³Walter A. Friedlander, Introduction to Social Welfare, (1955), p. 239.

⁴Helen I. Clarke, Social Legislation, (1957), p. 619.

The main arguments for and against the maintenance of strict residence requirements have been summarized by Helen I. Clarke.

Arguments for strict residence requirements:

1. They establish a legal basis for placing responsibility for the cost of care given to needy persons.
2. They protect the community against undesirables. This argument is founded largely on the belief that the migrant is a vagabond, hobo, or beggar.
3. They safeguard local resources for local persons.
4. They prevent an influx of indigent persons into localities which have high assistance grants, a temperate and desirable climate, good opportunities for employment, and so forth.

Arguments against strict residence requirements:

1. They have no place in our democratic country, in which mobility of population is encouraged and essential.
2. They are unfair and discriminatory, since they prevent the granting of assistance on the basis of need.
3. They are costly in administration, especially in the amount of staff time needed to verify residence.
4. They cause undue hardship and deprivation for persons who lack any legal settlement.⁵

In the June, 1959 issue of The Social Service Review, the Notes and Comments by the Editors included an article which points to interest aroused in the controversial issue of residence laws. The article is entitled, "Residence Laws Don't Make Sense":

Support for elimination of residence laws seems to be increasing. At least it has come in recent months from unexpected sources.

In January, the American Legion at its Area Child

⁵ Ibid., p. 519.

Welfare Conference passed a resolution which included the following statement: 'Studies made by the Child Welfare Commission of the American Legion have definitely established that the present residence laws in many instances do deprive citizens of adequate protection and benefits.' Moreover, the Conference went on record in favor of 'provision for federal reimbursement for general assistance with special provision for federal aid to migrants contingent upon state removal of restrictive residence requirements.'

The Secretary of Health, Education, and Welfare has also been widely quoted in the press as saying that 'a residence requirements just doesn't make sense.'⁶

Miss Elizabeth Wickenden, well known consultant and writer in the field of social welfare, in a paper presented at the Ninth Biennial Convention of the Travelers Aid Association in Detroit, Michigan in March, 1956 spoke on "The Social Cost of Residence Laws". She emphasized the importance of moving toward a more effective and up-to-date social policy regarding residence laws. She pointed out that there is great need to educate the citizens on the direction of our present development of moving toward more effective and up-to-date social policies in order to find clues to the solution of present problems, to the elimination of lingering anomalies. Education depends primarily on facts and people cannot begin to understand the real significance of residence laws until these and other related facts are available to them.⁷

⁶Notes and Comments by the Editors, "Residence Requirements Don't Make Sense," Social Service Review, June, 1959, pp. 167-168.

⁷Elizabeth Wickenden, "The Social Cost of Residence Laws," (New York: National Travelers Aid Association, 1956), reprinted from Social Casework, June, 1956, p. 274.

Trends in the thinking of solutions to the problems created by residence laws are reflected in stands taken by various social welfare organizations. The following is an excerpt from Goals of Public Social Policy by the National Association of Social Workers, 1959:

Every individual is entitled through public welfare to assurance that his basic needs will be met at a level which will maintain his health and well-being. The means to meet minimum economic needs must be available to all.⁸

This group has recommended a comprehensive public welfare program:

Local, state and federal laws should be modified to make possible comprehensive non-categorical social welfare programs of adequate financial and medical care for all persons in actual economic need, and programs of prevention, protection and care, and other services for adults and children who need them. Under such laws it should not be possible to deny assistance and services to any person in actual need of benefits or services otherwise available whatever the age, race, religion, condition, political affiliation, or residence and citizenship status of the applicant or the acts or failure to act of persons other than the applicant.⁹

The Public Issues Committee of the Family Service Association of America has set forth some major goals which include:

Cooperation with many other organizations in a move to eliminate settlement laws or residence requirements for eligibility to public assistance, health, care, and so forth. This is a long term effort which is now being spearheaded by National

⁸ Goals of Public Welfare Policy, (1959), p. 17.

⁹ Ibid.

Travelers Aid, with, however, the cooperation of a number of strong national associations and citizen groups.¹⁰

In an address to the Governors' Conference, which met in San Juan, Puerto Rico, August 2-5, 1959, Dr. Arthur S. Fleming, Secretary of Health, Education and Welfare stated in reference to residence requirements:

There is the issue of whether or not the States should include residence requirements as a part of their assistance programs. If the recommendations made by your special committee on this matter were put into effect we would be headed in the right direction. To the extent that State funds are used, the Federal Government has no Legislative concern.

I am convinced, however, that to the extent that Federal funds are utilized for public assistance purposes there should be no residence requirement. The Federal Government is making funds available in order that persons who are in need may receive assistance. It has no concern and should not have any concern about how long persons have lived in a particular community or State. In fact I feel that it is indefensible for the Federal Government to continue to permit the restriction of the use of its funds in this manner.¹¹

The Governors' Conference then on August 5, 1959 adopted the following resolution:

1. The Congress of the United States be requested to enact legislation amending the Social Security Act so that all four federally aided categories of public assistance (Old Age Assistance, Aid to the Blind, Aid to Dependent Children and Aid to the Permanently and Totally Disabled) will be governed

¹⁰ Memorandum, Family Service Association of America, January 25, 1957, p. 2.

¹¹ Social Legislation Information Service, Issue Number 31, 86th Congress, August 17, 1959.

by a uniform one-year ceiling on residence requirements; and that

2. The legislatures of the several states be urged to ratify the interstate compact contemplated in the Committee's report, which compact provides that persons moving from one party state to another shall not be denied some form of aid if they are in need, irrespective of residence requirements already existing; and that

3. The individual Governors be requested to support the findings and recommendations of the Committee's report in their messages to the legislatures.¹²

The stand taken by the American Public Welfare Association in the Federal Legislative Objectives, 1960, is that:

The federal government should participate financially only in those assistance and other welfare programs which are available to all persons within the state who are otherwise eligible without regard to residence, settlement, or citizenship requirements.¹³

¹² APWA Letter to Members, Issue Number 10, August 20, 1959.

¹³ Federal Legislative Objectives, American Public Welfare Association, (1960), P. 2.

CHAPTER II

PURPOSE, SCOPE, AND METHOD

The function of the County Welfare Departments in Kansas is to provide aid, assistance and service on the basis of need in the county in accordance with state law and the rules and regulations of the State Board of Social Welfare.¹ Certain limitations due to some laws, rules and regulations at times restrict welfare agencies in carrying out to the fullest extent the provision of aid and assistance to the needy. Because of the Kansas state residence requirement laws, some individuals, who for definite reasons are living in the state, are not eligible to receive assistance solely because they have not lived here long enough to gain legal residence.

A survey of the various counties in the State of Kansas has been made recently by Mr. George E. Dixon, Director, Division of Public Assistance, State Department of Social Welfare of Kansas, in an effort to learn the effects of the present residence requirements on non-resident applicants. The findings of the survey showed that the larger urban counties have more non-resident applications than the rural and agricultural counties.²

¹Kansas Public Assistance Manual, (Mimeographed), p. 2100, September, 1955.

²George E. Dixon, "Comments and Recommendations on Present Residence Laws," 1958. In files of office of Division of Public Assistance, State Office Building, Topeka, Kansas.

Shawnee County, the third largest county in the state, has a large percentage of non-resident applicants, according to officials of the County Social Welfare Board. This is viewed by staff members as a major problem because of the limitations in providing assistance to those needy individuals. The writer became interested in this problem while working as a social worker with the Shawnee County Social Welfare Board from 1953 to 1956.

In the State of Kansas the residence requirement for eligibility of applicants and recipients of assistance for general assistance and all but Aid to Dependent Children of the categorical assistance programs, is that they must have lived in the state five out of the last nine years and continuously for one year immediately preceding such application. In order to receive Aid to Dependent Children grant, the applicant or recipient must have resided in the state for one year immediately preceding the application, or the child must have been born one year preceding the application and its parent or other relative with whom the child is living must have resided in the state one year immediately preceding the birth of the child.

There is an exception to requirements for assistance to veterans. Any veteran who has been honorably discharged from military service, or his wife or widow or child under the age of fourteen, may be eligible for assistance provided the veteran was a resident in the state at the time of enlistment or has resided in the state for one year immediately preceding the application for assistance.

According to the Kansas Statutes, assistance shall be granted to a non-resident for a period not to exceed sixty days in any twelve month period.

A person may lose residence in the state by acquiring a new residence outside the state, or by voluntarily remaining outside the state continuously for a twelve month period.³

Federal funds are used to provide temporary foster care for children who are non-residents or whose residence has not been determined at the time of need for service when other funds are not readily available. These funds are used primarily on an emergency basis pending determination of residence. If local residence is established, the local county department is responsible for further financing. If residence elsewhere is established, use of these funds may be continued until a plan can be worked out to return the child.⁴

No person shall be admitted to a state hospital for the insane, a state hospital and training center, an institution for the education of the deaf, an institution for the education of the blind, or to a state hospital or sanatorium for tuberculosis, who has not lived in the state of Kansas at least one year continuously immediately prior to application for admission thereto.⁵

The purpose of this study was to determine the frequency of non-resident applications in Shawnee County, to find out the reasons these persons came to Kansas, why they were in need of assistance,

³ Social Welfare Laws of the State of Kansas, Part I, Relating to Public Assistance, (1958), pp. 12-13.

⁴ Child Welfare Service Manual, State Department of Social Welfare of Kansas, (Mimeographed), p. 74.

⁵ Social Welfare Laws of the State of Kansas, Part II, Relating to Institutions, (1958), p. 9.

what their characteristics are, what dispositions were made on the applications by the welfare agency and how the legal provisions affected the cases.

Non-resident cases from the Shawnee County Social Welfare Department, Topeka, Kansas, were studied. The time covered was from January 1, 1959 to June 30, 1959.

Although the Shawnee County Welfare Agency has compiled statistics from 1957 to 1959 on the non-resident applications made during that period in the county, and the State Department of Social Welfare has statistics on the state non-residents, no analytic study has been made in this area.

The study may be of interest to some County Welfare Departments, particularly Shawnee, Sedgewick and Wyandotte, as these three counties have been instrumental in securing legislative measures pertaining to the welfare of non-residents such as a tax levy for assistance funds to be used to assist non-residents, and the provision of the sixty day period of granting assistance to those individuals.⁶

The mentally ill non-resident who needs psychiatric hospital care poses a problem to the Topeka State Hospital in that an individual cannot be accepted into the hospital without legal residence. Those who are legally committed to the hospital do not gain residence while in the hospital and may not be eligible from the standpoint of residence

⁶ Mary Ihinger, Case Supervisor II, Shawnee County Social Welfare Department, Topeka, Kansas, in interview with the writer, May 8, 1959.

to receive public assistance when released from the hospital.

The local Salvation Army is interested in the non-resident and has an agreement with the Shawnee County Social Welfare Board relative to giving aid to non-residents on an emergency basis while the County Welfare Agency is attempting to verify the applicant's residence. On a few occasions the Salvation Army has aided non-residents who have been temporarily in need of a few days assistance.⁷

The State Department of Social Welfare is interested in a study of the non-resident situation from the standpoint of working for better legislation for this group of needy individuals. The State Department of Social Welfare proposed an amendment to Section 39 - 700 of the General Statutes Supplement of 1957, which would have reduced the residence requirements for categorical assistance from five years of the last nine to one year preceding the application. The bill, however, was killed in the Senate Welfare Committee.⁸

It is hoped that a study of the non-resident will give a better picture of the situation to social workers and other persons interested in finding ways to meet the needs of those individuals more satisfactorily. Perhaps the findings of this study may lead to more research in this field.

Scope

The scope of the study was limited to only non-resident

⁷ Glenn C. James, Director, Shawnee County Social Welfare Board, Topeka, Kansas, in interview with the writer, August, 1959.

⁸ George E. Dixon, Director, Division of Public Assistance, State Department of Social Welfare of Kansas, Topeka, Kansas, in interview

applicants of public assistance during a six months period of time. It was assumed that the number of applications made during this period was sufficient for the data desired in the study.

In order to gain a better understanding of the non-resident population, certain fundamental and specific questions were explored. Those questions were concerned with: Identifying information about the applicant; his age, sex, marital status and educational background; the family composition and family relationships; the economic status of the applicant; length of time in Kansas; the presumed residence of the applicant; reason for coming to Kansas; disposition made of the application; and the resident restriction that affected the case.

The study shows that data gathered tell something about the applicant as an individual; what he is like, his strengths and weaknesses, how he functions in his family; the data concerning family relationships give information about the family as a unit, its positive features, weaknesses and cohesiveness. The economic situation of the applicant reveals how he has been able to meet his needs prior to making application for public assistance. The presumed residence of the applicant shows the number of states represented and the section of the country from which the non-resident people came. The data concerning the reasons for coming to Kansas indicate his ties in the state, if he is a complete stranger here or if he has made this his home previously, as well as what the State of Kansas offers as drawing power to individuals from other parts of

with the writer, May 6, 1959.

the country. Disposition of the application is indicative of the need for assistance and points to the effect the residence requirements have on people in need of assistance. It also sheds light on why social workers and other citizens continue to confront state legislatures with the issue of residence laws.

The broader problem of which this study was a part involves what happens to those individuals whose applications were rejected and what were the continual urgent needs of those whose cases were approved for the sixty day period only, as well as the effects of the needy non-resident upon the community. Because of time limitation, however, this study sought information about the non-resident applicant only from the time the application for assistance was made to the disposition of the application.

Certain limitations to the study are obvious. The nature of the data is a limiting factor in that the data were collected from case records. In view of the fact that case records in social agencies are not designed primarily for research purposes, it was inevitable that some case records contained more of the specific information desired than others.

Method

The case study method was used. The sources of the data consisted of case records of fifty non-resident applicants in the Shamsee County Social Welfare Agency. This information was found in the recording of the record as well as on the following forms attached to the record: DSW 100, the application form; DSW 102,

resource sheet; DSW 103, eligibility factors other than need, and DSW 105, the face sheet.

The total number of non-resident applications made to the Shawnee County Social Welfare Board during this study period was fifty. Four applicants, however, applied for public assistance two times each during this period; therefore, only forty-six different individuals were involved in the process of making application. In view of the changes in circumstances at the time each application was made, data were collected from the entire fifty cases.

CHAPTER III

ANALYSIS OF DATA OBTAINED FROM CASE RECORDS OF STUDY GROUP

The non-resident applications made to the Shawnee County Social Welfare Board, Topeka, Kansas, were fairly evenly distributed between January 1, 1959 and June 30, 1959, with the exception of the months of March and June when there were noticeable decreases. The frequency of applications made during that time was as follows:

January	9
February	14
March	3
April	11
May	9
June	4

Identifying Information: Sex, Race, Age, Marital Status and Education

As was noted in Chapter II, the plan was to obtain certain information from the case records describing the characteristics of the fifty cases that comprised the study group. It was found that there was an equal number of male and female applicants. The majority of applicants were of the white race. For a breakdown of sex and race, see Table 1.

More than one-fourth of the applicants were between the ages of twenty and twenty-nine. About one-fifth of the group were below twenty years of age; however this number included three minor elementary school children who were registered in their own names

Table 1

SEX AND RACE OF FIFTY NON-RESIDENT APPLICANTS TO THE SHAWNEE COUNTY SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Race	Number of Applicants		Total
	Male	Female	
Total	25	25	50
White	18 ^a	17 ^b	35
Negro	7	7 ^a	14
Mexican	***	1	1
Other	***	***	***

^aOne applicant made application two different times.

^bTwo applicants made application two different times.

although the application forms were signed by an authority of the Shawnee County Juvenile Court, and one fifteen year old pregnant high school girl. The youngest adult applicants were an eighteen year old mother of two children separated from her husband and an eighteen year old unemployed father of two children. The oldest applicant was an eighty year old married man who requested a wheel chair for his aged invalid wife. Table 2 shows the age groups of the applicants.

Twenty-two of the fifty applicants were married. Of this number nineteen of the applications were made by the husband and three by the wife. Nine of the applicants were single and four of this number were minor children, therefore, of the single applicants only

Table 2

AGE OF FIFTY NON-RESIDENTS TO THE SHARPE COUNTY SOCIAL WELFARE BOARD,
TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Age Group	Number of Applicants
Total	50
Under 20 ^a	9
20-29 ^b	13
30-39	10
40-49	4
50-59	9
60-69	1
70-over	4

^aOne applicant made application two different times.

^bTwo applicants made application two different times.

five were adults. Table 3 shows a breakdown of marital status by sex of applicants.

Four of the fifty applicants had less than fourth grade education; twenty-seven had attained educational standing between fourth and eighth grade; eighteen between the ninth and twelfth grade, and one unknown. No applicant had higher than a twelfth grade education and no one had special training, such as trade or business school.

Table 3

MARITAL STATUS BY SEX OF FIFTY NON-RESIDENT APPLICANTS TO SHAWNEE COUNTY SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Marital Status	Number of Applicants		Total
	Male	Female	
Total	25	25	50
Unattached	4	5 ^a	9
Married	19 ^a	3	22
Separated	1	11 ^a	12
Divorced	1	...	1
Widowed	...	3	3
Deserted	...	1	1
Unwed Mother	...	2 ^a	2

^aOne applicant made application two different times.

Personality of Applicant and Family Relationships

In order to get a better picture of the non-resident applicants the writer was interested in knowing something about their personalities and their family relationships as observed by the intake and/or the social workers to whom the cases were assigned. Keeping in mind that such opinions are judgmental and difficult to measure, the study group was classified into five separate categories based on the social workers' judgments. These particular categories were chosen in order to secure data pertaining to such attributes as the strengths, weaknesses and the potentialities of the applicants.

These were:

1. Pleasant, friendly, cooperative, reliable, independent and stable;
2. Hostile and uncooperative;
3. Unreliable, dependent and irresponsible;
4. Emotionally unstable and;
5. Of low mentality.

Case illustrations are given below as examples of each category describing the personalities of the applicants.

There were thirty applicants designated as having some or all of the characteristics of being pleasant, friendly, cooperative, reliable, independent and stable.

Mrs. H., a twenty-three year old pregnant mother of a two year old daughter came to the agency to request assistance in making financial plans for confinement. She had been separated from her husband who was unemployed, for six months. Mrs. H. was an attractive, well groomed young woman who had been able to meet her financial needs through employment to this time and terminated her employment because of her pregnancy. She was cooperative with agency policies and discussed her problem intelligently and realistically. Her plan was to return to her employment after the birth of her baby.

Mr. I., a forty-eight year old unemployed construction worker came to the agency to make application for temporary financial assistance to supplement his present small wages from spot jobs. Although the applicant had had irregular employment since coming to Topeka from Minnesota six months ago, where he had worked steadily for fifteen years until the company closed down, he had been able to take care of his wife and six children fairly adequately. He was friendly, cooperative and showed a desire to meet his own needs.

Three applicants were described as being hostile and uncooperative.

Mrs. N., a twenty-two year old mother of a one month old baby had been separated several months from her husband whom she had left in Michigan. She came to the agency to make plans for a physical examination as she believed she had a cancer. Mrs. N. was inappropriately dressed, demanding, sarcastic and hostile. She had never been employed and had made many demands on her parents with whom she was currently living.

Mr. W., a twenty year old single man with his arm in a cast, came to the agency without an appointment and demanded an immediate appointment. He was irritable because he had to wait an hour before being seen by the intake worker. During the intake interview he told conflicting stories about how he received a broken arm and facial lacerations. He was evasive in giving answers, refused to give the intake worker permission to verify his need for medical care or his residence. He made accusations about the agency not helping people who need assistance.

Nine of the applicants were described as being dependent, irresponsible and unreliable.

Mr. M., a twenty-three year old married man, the father of three children came to the agency to make application for assistance because he was unemployed, having been fired from his job as a cab driver because of irresponsibility. Mr. M. had been known to the agency many times previously because of unemployment. He received an undesirable discharge from the Army and had a very poor work record.

Mr. W., a thirty-four year old married man, the father of five children made application for financial assistance and medical care. He was unemployed because of illness resulting from a duodenal ulcer. Mr. W. had been known to the agency several times previously and was described as being a heavy drinker and had been in court several times for drunkenness. He showed very little initiative in making his own plans and had been known to have neglected his wife and children on several occasions.

Five applicants showed signs of emotional instability as observed by the social workers in the agency.

Mrs. S., a thirty-three year old former receptionist at a welfare agency from another state made application for financial assistance as she had exhausted her funds and had not been able to find employment since coming here approximately five weeks earlier. Mrs. S. had been in psychiatric treatment at her home town and followed her psychiatrist here. She was described as being dependant, passive aggressive, unrealistic in her planning and easily upset emotionally.

Mr. O., a sixty year old unattached man made application to the agency for financial assistance and medical care because of a coronary condition that made him unable to work. He had received treatment at the Topeka State Hospital for a ninety day observation period in the latter part of the previous year. He had been diagnosed as a chronic alcoholic. He had been treated by a local physician for the coronary condition and was termed an alcoholic, prognosis poor.

Three applicants were observed to have been of low mentality and had difficulty in managing their affairs because of this handicap.

Mr. B., a forty-seven year old married man, the father of three children, ages eighteen, fifteen and six, made application to the agency for transportation to their state of residence. Mr. B. had not had regular employment since coming here six months ago because of illness of his mother here. The family had depended mainly on the eighteen year old son's earning of \$18.00 per week carrying papers. Mr. B. had much difficulty in understanding agency policies and depended on his wife to make and follow through with their plans.

Mr. H., a fifty-seven year old father of eleven children, six of whom were living in the home and whose ages ranged from six to seventeen years, made application for financial assistance and medical care for a hemorrhoid operation. He was described as being of borderline intelligence, with less than fourth grade education. He had

great difficulty in discussing his circumstances and understanding the social worker.

Twenty applicants were described as having good family relationships with a minimum amount of discord within the immediate family or relatives with whom they were living.

Five applicants stated that they were having poor relationships with relatives with whom they were living.

Ten applicants were reported as having serious marital difficulties and who were considering divorce or separation. Twelve persons lived alone and three children were living in the detention home.

Family Composition

Sixteen family units were composed of parents and their children, and the number of children ranged from two to eight. One applicant was a step-grandmother of three children who had been abandoned by their mother. These three children were later made wards of the court and were placed in the County Detention Home pending foster home placement. Eleven family units were of mothers and their children. A total of eighty-seven children were involved in this study, forty-five boys and forty-two girls ranging in age from infancy to twenty years. More than two-thirds of the children were below nine years of age. Two family units were of husband and wife only. There were nine unattached females and seven unattached male applicants.

Eleven applicants were living with relatives who were residents of the county and were not included in the application.

Five of these applicants were young mothers separated from their husbands and returned here to live with their parents. Two aged widow women and one aged couple had come here to make their home with their children because they were in poor health. A fifteen year old pregnant high school girl moved away from her home town because of the unpleasant home situation and was living with her married sister here.

Persons making applications for assistance held the following positions in the family constellation: Seventeen were the husband and father; eleven applications were made by the mother; one by a pregnant high school girl who was living with her married sister and brother-in-law; two were husbands in family units of husband and wives only; sixteen were unattached persons who lived alone; and three applications were made by a juvenile court authority for three dependent and neglected children.

Table 4 shows the type of family unit and number of persons in the household of the fifty applicants at the time the application for assistance was made.

Race and Family Composition

Of the sixteen family units composed of parents and children, ten families were white and six were Negro. Family units of mothers and their children were white except for one Negro family and one Mexican. Four of the unattached female and one of the seven unattached male applicants were Negro, and the remaining number were white.

Table 4

TYPE OF FAMILY UNIT AND NUMBER OF PERSONS IN HOUSEHOLD OF NON-RESIDENT APPLICANTS TO SHASHNE COUNTY SOCIAL WELFARE BOARD, TOPKA, KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Type of Family Unit	Number of Applicants	
	Total	50
Living with Relatives		11
Unattached females	5	
Male head	1	
Female head	5	
Not Living with Relatives		39
Unattached males	7	
Unattached females	4	
Male head	17	
Female head	6	
Detention home	3	

Occupational Composition

The immense sociological significance of the occupational composition of a population has been expressed by Dr. Alba M.

Edwards:

The most nearly dominant single influence in a man's life is probably his occupation. More than anything else, perhaps, a man's occupation determines his course and his contribution in life... Indeed, there is no other single characteristic that tells so much about a man and his status -- social, intellectual, and economic -- as does his occupation... And, usually, it indicates, in some degree, the cultural level of his family.¹

¹ Donald J. Bogue, The Population of the United States, (1959), p. 469, quotes Alba M. Edwards, "Preface" to Comparative Occupation Statistics for the United States, 1870 to 1940, U. S. Census of Population, 1940, p. 11.

What kind of work does the non-resident do? Many occupations are very similar to each other, and in order to classify them, similar occupations were grouped into one category. In view of the fact that some applicants, for various reasons, prior to the time of application, changed from the type of occupation in which they ordinarily engaged, data which were collected were introduced to show the type of occupation the applicant considered as his usual line of work as well as the type of occupation he was employed in at the time his application for assistance was made. The largest number of applicants of this study group gave unskilled labor in construction work as the kind of employment in which they customarily engaged. There were nine applicants with no occupation, six of whom were adult females and three were children. See Table 5, p. 27.

The occupations in which the applicants were presently employed also showed the majority to be in the unskilled labor group. Seventeen were listed as having no occupation of which nine were the same applicants as those listed in the "usual" occupation group; two were men who were construction workers and left that occupation because of serious illness; two women changed from their usual occupation of sales work to no employment, and two from the occupation of telephone operators to no work because of pregnancy. The usual occupation of one woman was changed from housewife to no occupation after the death of her husband and she came here to live with relatives; one woman changed from receptionist to no occupation because of mental illness; and one man, a cab driver, was fired and became unemployed. One skilled laborer, a

Table 5

USUAL OCCUPATION OF NON-RESIDENT APPLICANTS TO SHAWNEE COUNTY
SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH
JUNE 30, 1959

Occupation	Number of Applicants	
	Total	
		50
None		9
Laborers, except farm and mine construction	16 ^a	21
salvage yard worker	3	
Farm laborers		2
Operative and kindred work		2
laundry	1	
cab driver	1	
Private household work		4 ^a
Service work, exclusive of private household (cook)		1
Clerical and kindred work		3
receptionist	1	
telephone operator	2 ^a	
Saleswork		2 ^a
Housewife		4
Retired		2
school teacher	1	
farmer	1	

^aOne applicant had made application on two different occasions.

welder, became an unskilled laborer because of a serious back injury received on his job. Two men who formerly worked as farm laborers in the South, changed their occupation to construction work in order to receive higher wages. See Table 6.

Table 8

PRESENT OCCUPATIONS OF NON-RESIDENT APPLICANTS TO SHAWNEE COUNTY
SOCIAL WELFARE BOARD, WOPPEA, KANSAS, JANUARY 1, 1959 THROUGH
JUNE 30, 1959

Occupation	Number of Applicants	
	Total	
		60
None		17
Laborers, except farm and mine construction	19 ^a	22
salvage yard work	5	
Operative and kindred work laundry	1	1
Private household work		4 ^a
Service work, exclusive of private household (cook)	1	1
Housewife		5
Retired		2
school teacher	1	
farmer	1	

^aOne applicant had made application two different times.

Occupation According to Age,
Race and Education

The majority of applicants in the labor force were between the ages of twenty and thirty-nine. Nearly one-fourth of the male employable applicants were in the fifty to fifty-nine years of age group. The educational attainment of most of the employable applicants was the completion of the eighth grade. All male Negro applicants were engaged in construction or salvage yard work, and the employed

female Negro applicants were working in private households.

Frequency of Job Turnover

Something of the applicant's work habits may be determined by the frequency of job turnover. Of the twenty-five male applicants, fourteen were considered steady workers, having been on the same job no less than one year. Ten had frequent job turnover and were described by the social worker as being unstable, irresponsible and unreliable. Only one male applicant was retired and he had farmed continuously until his retirement. Except for a retired school teacher, all of the female applicants who had held jobs had worked one year or less.

Employment and unemployment are subject to seasonal variations, that is, fluctuations that recur fairly regularly at certain times of the year. Outdoor employment activities such as construction and agricultural work are curtailed during the winter months with a noticeable upturn during the spring and summer months. Many of the applicants in this study were unemployed at the time of application for assistance because of seasonal layoff in construction and salvage yard work.

Except for a retired teacher, all of the female applicants who had held jobs had worked one year or less.

Source of Income

Four-fifths of the applicants had no source of income at the time of application. These applicants were earning small wages and all applicants except one reported no other member of the immediate

family as being employed at the time application for assistance was made. This was one family with five members and the only member working was an eighteen year old boy who was earning \$18.00 per week carrying papers. Heads of households of other relatives with whom applicants were living were reported as employed in each case. Table 7 shows the distribution of sources of income of the fifty applicants studied.

Table 7

SOURCES OF INCOME OF NON-RESIDENT APPLICANTS TO SHAWNEE COUNTY SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1969 THROUGH JUNE 30, 1969

Sources of Income	Number of Applicants	
	Total	50
Wages		3
None		40
Contribution from relatives		2
O.A.S.D.I.		1
Pension		1
Other		3
1 Aid to Dependent Childrens grant from another state		
1 Mineral rights		
1 Unknown		

Real and Personal Property and Current Debts

Only one applicant, the retired school teacher, owned real property and one was buying a home. Twenty-four applicants owned

personal property, fourteen owned or were buying household goods, four reported having insurance, six owned or were buying automobiles.

Six applicants reported owing money for hospital and medical bills, four were paying for automobiles, six were purchasing furniture on contract, one was paying on a consolidated loan, and five were in arrears in rent more than two months.

Home Setting

In order to describe the types of neighborhood where the fifty applicants lived, the neighborhoods were classified into districts as follows:

1. Residential district;
 - a. Middle middle class
 - b. Lower middle class
 - c. Upper lower class
 - d. Lower class
2. Industrial district;
3. Business district;
4. Rural district and
5. The detention home.

Through a process of segregation resulting from economic competition for land, cities give rise to patterns of cultural communities, including the central business district, the residential districts, neighborhoods of different races or nationalities, and slum areas.

The residential districts in Topeka are classified for the purpose of this study, according to the social stratification of people residing in the different sections of the city. Generally,

people, in given areas portray similar sociocultural characteristics which make up social classes. Income, occupation and education are three major factors in determining class positions. Therefore, an arbitrary classification of residential districts where the non-resident applicants lived was made as follows:

a. Middle middle class districts occupied by persons mainly employed in manual labor and in lower income white collar jobs, such as sales and clerical workers. The majority of the people living in these districts are buying or own their own homes, take pride in their premises, in educating their children, and take an active part in community and civic affairs.

b. Lower middle class residential districts are made up of fewer home owners of lower income bracket than the middle middle class. Many of the houses have been converted into tenement houses and there is less pride shown in the upkeep of the homes. There is more mobility in occupations and less interest is taken in community affairs.

c. Upper lower class districts are composed mainly of mobile persons in the lower income bracket. The homes are in poor repair and are for the most part rental properties. Unemployment and broken homes are prevalent and many persons are welfare clients.

d. The lower class districts are known as slum areas of the city where much of the delinquency, crime and vice occur.

The industrial and the business districts were located in what is generally known as poor sections of the city. These classifications were based on the writer's knowledge of the different

sections of the city as well as the social worker's description of the neighborhood in the record. Table 8 gives a breakdown of the types of neighborhoods and the number of applicants living in each.

Table 8

TYPES OF NEIGHBORHOOD WHERE NON-RESIDENT APPLICANTS TO SEASNEE COUNTY SOCIAL WELFARE BOARD, TOPEKA, KANSAS, LIVED JANUARY 1, 1969 THROUGH JUNE 30, 1969

Type of Neighborhood	Number of Applicants	
	Total	
		80
Residential Districts		80
Middle middle class residents	16	
Lower middle class residents	17	
Upper lower class residents	4	
Lower class residents	5	
Industrial District		3
Business District		4
Rural District		1
Detention Home		3

The majority of applicants living in the middle middle class districts were making their home with relatives who live in Topeka. Four of these applicants were Negroes and seven were white, with one white applicant making application for assistance at two different times. The majority of the family units were living in the lower middle class districts, the number nearly equally divided between the Negro and white applicants. Only three white families were living in the upper lower class residential sections, and two Negro families sharing a tenement house, and one white family were

living in a plus area.

Sixteen applicants were renting houses and the average number of rooms was four. Seven houses were modern with electricity, water and bath. Two homes were without any modern facilities. Only one applicant was buying a home, a four room house with water and electricity in a residential district of the upper strata of lower class residents. Ten applicants were rooming and eleven were living with relatives. One male applicant had been living in a large crate furniture box in an industrial area. Table 9 shows the classifications of living arrangements of the applicants studied.

Table 9

LIVING ARRANGEMENTS OF NON-RESIDENT APPLICANTS TO SHAWNEE COUNTY
SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH
JUNE 30, 1959

Living Arrangement	Number of Applicants	
	Total	
	Total	50
Home owned (buying)		1
Home rented		16
Rooming		10
Boarding Home Care		1
Living with relatives		11
Other		11
Rescue mission	1	
Detention Home	3	
Hotel	2	
Modern furnished apartment	1	
Modern unfurnished apartment	2	
Trailer, without modern facilities	1	
Box house	1	

Health of Family

About two-fifths of the applicants and their families were reported to be in good health or with no serious health problems. Seventeen families had temporary illnesses such as broken bones, pregnancy, hernia, hemorrhoids and infection trouble. Four applicants were suffering from serious illness medically diagnosed as liver disorder, serious burns, lung cancer and a stroke. Seven applicants were suffering from chronic illnesses which included diabetes, coronary condition, arthritis, alcoholism and asthma. One applicant with a serious liver disorder was determined by his physician to be permanently disabled and prognosis was considered poor for the applicant suffering from lung cancer. Five members of one family of seven were reported to be in poor health. The father was suffering from arthritis, the mother from a back injury, an eighteen year old son was crippled with paralysis of one hip, a twelve year old son had a hearing defect and a six year old daughter was crippled because of a broken ankle.

Seven applicants and four members of the applicants' families were reported by the social worker and/or medical doctors to have had some mental disturbance at the time the application was made. One, the wife of an applicant, was in treatment at the Topeka State Hospital; one applicant was transferred from a city hospital to the psychiatric department of the University of Kansas Medical Center, Kansas City, Kansas, and four applicants, and the wife of an applicant, were former patients of state mental hospitals. These persons appeared

to be in need of some psychiatric care but were resistive to any treatment at the time the applications for assistance were made. Two applicants reported to the intake social worker that they were "extremely nervous" and had suffered "nervous breakdowns" at some earlier time. The parents of one fourteen year old boy reported to the social worker that the boy was mentally retarded. He had attended a special education room at school and later attended a school for retarded children. The parents expressed much concern about the boy's inability to learn. One child, a six year old boy, was considered by the school psychiatrist to be emotionally disturbed and in need of psychiatric evaluation. The child's parent was very uncooperative with the school and was not able to accept her child's emotional difficulty.

Presumed Residence

Sixteen states and the District of Columbia were given as presumed residence of the applicants studied. Three children abandoned by their mother had lived in Washington, D. C. before coming to Topoka where they were left with their step-grandmother and later removed to the detention home. These children were involved in four different applications, therefore the District of Columbia is counted four times for these four different applications. More applicants came from Missouri and from California than from any other one state.

Table 10

PRESUMED RESIDENCE OF NON-RESIDENT APPLICANTS TO SELAWNE COUNTY
SOCIAL WELFARE BOARD, TONKA, KANSAS, JANUARY 1, 1969 THROUGH
JUNE 30, 1969

Presumed Residence	Number of Applicants
Total	60
Arizona	1
Arkansas	2
California	2 ^a
Colorado	1
Georgia	1
Illinois	2
Iowa	2
Michigan	5
Minnesota	1
Mississippi	2
Missouri	10 ^b
Nebraska	1
Ohio	2
Oklahoma	1
Virginia	1
Washington, D. C.	2
Wisconsin	1

^aOne applicant made application two different times.

^bTwo applicants made application two different times.

^cThree children involved in four different applications.

Residence was verified by the agency for thirty-two applicants and for eighteen the residence was not verified. Reasons given by the social worker for not verifying residence were as follows:

1. Eight applicants were in need of immediate and/or temporary medical care.
2. Five applicants did not wish residence verified, and
3. Five applicants failed to complete the application.

Reason for Coming to Kansas

Fourteen of the fifty applicants reported to the social worker that they came to Kansas looking for employment, and five came because they already had work here. Ten applicants were former residents of the state and twenty-five came here because relatives were living here. Most of the applicants who came here were looking for employment, and those who had employment here, were construction workers. Many had been told by relatives living here that they could find employment. Others, mostly young mothers with children, estranged from their husbands, had returned here to live with their parents. Three aged applicants came to Topeka to live with their children. One unwed mother came to Topeka from Missouri to file bastardy charges against the alleged father of her twenty month old baby. She made application for assistance from the agency on two different occasions during the six month period of the study. Three applicants came to Topeka to get married and remained here. Three little girls, ages seven, eight and nine, were abandoned by their mother and had lived with their step-grandmother. The mother formerly resided in Washington, D.C. and left the children here on her way to Albuquerque, New Mexico and the whereabouts of their father was unknown. The children were later made wards of the court and were placed in the Detention Home pending foster home care placement. One applicant had been in psychiatric treatment in her home state and followed her psychiatrist here.

Length of Time in Kansas

More than half of the applicants had lived in Kansas less than one year at the time of the application for assistance. Approximately one-fifth of the total number had lived in Kansas from three to four years, and therefore did not meet the residence requirement of having lived in Kansas five out of the last nine years and continuously for the last year.

Table 11

LENGTH OF TIME IN KANSAS OF NON-RESIDENT APPLICANTS TO SEAFINNEE COUNTY SOCIAL WELFARE BOARD, TOPEKA, KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

<u>Length of Time in Kansas</u>	<u>Number of Applicants</u>
Total	50
Less than 6 months	19
6 months to 11 months	15
12 months to 2 years	8
3 years to 4 years	11

Seventeen of the fifty applicants had been known to the agency before. Eleven of the seventeen were known to the agency one time prior, two applicants had been to the agency two times, and one each, three, four, five and six times. One applicant, a former resident had received old age assistance from the agency from 1955 until September 1956, when she moved to Michigan to live with a daughter and returned to Topeka in July 1958.

Reason for Making Application

The largest numbers of applications were made for reason of illness and for unemployment other than illness. Seven applications were made for reason of disability, seven because of broken homes and four for other reasons.

The applicants who had been temporarily out of work because of lay off had filed for unemployment compensation and those who were not eligible to draw unemployment compensation had attempted to find work through the employment office before or about the same time that they had applied for assistance at the welfare agency. Two applicants had tried to get help from the Salvation Army and had been referred by that agency to the welfare office. One applicant had filed through the Veterans of Foreign Wars for a disability pension because of illness. The applicants, described by the social worker as appearing to be of low mentality, had exerted little or no effort in the way of trying to find employment before coming to the welfare agency for help. Two applicants decided to return to their state of residence, one because the husband and father was to serve a jail sentence in his home state, and the other was because he was unable to find regular employment here and hoped to work at his old job at his home town. Those who had made application for medical care had no health insurance and no resources to meet their needs.

Table 12

REASON FOR MAKING APPLICATION FOR ASSISTANCE BY NON-RESIDENT
 APPLICANTS TO SHARPE COUNTY SOCIAL WELFARE BOARD, TOPPEKA,
 KANSAS, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Reason for Making Application	Number of Applicants	
	Total	
		50
Unemployment		16
Illness		15
Broken arm	1	
Burns	1	
Coronary condition	1	
Diabetes	2 ^a	
Hemorrhoids	1	
Hernia	1	
Infected leg	1	
Mental condition	2	
Miscarriage	1	
Pregnancy	3 ^a	
Stomach ulcer	1	
Disability		7
Old age	4	
Lung cancer	1	
Incurable liver disease	1	
Mental condition	1	
Broken homes		8
Abandoned	4	
Deserted	2	
Separation	2	
Other		4
Husband in jail	1	
To file bastardy charges	2 ^a	
Return to state of legal residence	1	

^aOne applicant made two different applications.

What the Application Would Have
Been Made for if the Applicant
Had Been a Resident of Kansas

Thirty-one applications of the fifty applicants would have been made for general assistance had the applicant been a resident of Kansas. Twelve applications would have been made for Aid to Dependent Children, four for Old Age Assistance and three for Aid to the Permanently and Totally Disabled.

What Disposition Was Made of the
Application

The applications of thirty-two of the fifty applications were accepted through the general assistance and non-resident fund of the Sherman County Social Welfare Board. Eighteen applications were rejected.

Reasons given for acceptance of applications through the general assistance and non-resident fund were: emergency medical care; unemployment due to illness; temporary unemployment because of lay off; return of applicant to his or her state of residence authorized; sending two dependent and neglected children to a parent in another state; wife and children deserted by the husband; foster home care for three dependent and neglected children; and disability because of old age.

Reasons for rejections of applications through the general assistance and non-resident fund were: applicant failed to complete application; return to state of residence authorized, applicant did not wish to return; applicant left town before application was com-

pleted; employable couple under sixty-five years of age; refusal of applicant to have agency verify residence; application withdrawn; request of applicant met through referral to another agency; and one applicant was a single employable person.

See Table 13 for reasons for acceptance of non-resident applications and Table 14 concerning reasons for rejection of non-resident applications through the non-resident general assistance fund.

Table 13

REASONS FOR ACCEPTANCE OF NON-RESIDENT APPLICATIONS THROUGH THE GENERAL ASSISTANCE AND NON-RESIDENT FUND TO THE SHAWNEE COUNTY SOCIAL WELFARE BOARD, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Reasons for Acceptance	Number of Applicants
Total	32
Emergency medical care	3
Unemployment because of illness	12
Temporary unemployment	7
Return to state of residence	3
To send children to parent in another state	1
Husband deserted family	1
Foster home care for children	3
Aged persons	2

Three social agencies in the community were called upon by the County Welfare Agency as sources of referral for services to the applicants not available at the Welfare Agency. One

Table 14

REASONS FOR REJECTION OF NON-RESIDENT APPLICATIONS THROUGH THE
GENERAL ASSISTANCE AND NON-RESIDENT FUND TO THE SHAWNEE COUNTY
SOCIAL WELFARE BOARD, JANUARY 1, 1959 THROUGH JUNE 30, 1959

Reasons for Rejection	Number of Applicants
Total	18
Applicant failed to complete application	8
Applicant did not wish to return to state of residence	4
Applicant left town	2
Employable couple under 65 years of age	1
Refusal to have agency verify residence	6
Application withdrawn	1
Request met through another agency	1
Single employable person	1

applicant, a veteran, was referred to the American Red Cross for help in making application for a disability pension and medical care through the Veterans Administration. The Family Service and Guidance Center of Topeka, Incorporated, was used as a resource for an applicant who had refused to be returned to her home state and who was in need of immediate psychiatric treatment. One applicant who had received emergency medical care through the general assistance and non-resident fund for severe burns was also in need of psychiatric care and was referred to the Topeka State Hospital. He was not eligible for care from that hospital because of the state resident requirement, and was therefore referred and

admitted to the University of Kansas Medical Center, Kansas City, Kansas.

The Effect of the Non-Residence Requirements on the Applicants

Eight of the eighteen applications not accepted through the general assistance and non-residence fund were rejected for reasons not pertaining to the residence requirements, nine were rejected because they either chose not to have their residence verified or they wished to remain in Kansas and therefore would not return to their home state although their return had been authorized by their state of residency. In order to reserve the possible aid given to non-residents should she or her child need assistance later, one applicant, a pregnant woman, withdrew her application and planned to reapply at a date closer to the time of confinement after she learned that a non-resident person could only receive assistance for sixty days within a given year.

Although several applications were accepted because the applicants were in need of temporary medical care, others were suffering from illnesses of a more serious and/or chronic nature and perhaps were more seriously affected by the residence requirements.

All of the applicants who would otherwise have been eligible for assistance had it not been for residence requirements, were affected in some measure, in that they were all aware that assistance could only be given for a specified period of time, regardless of need. They were mindful to use as little of that

time as possible in order to reserve remaining days for some un-
foreseen need before the end of the year.

CHAPTER IV

SUMMARY AND CONCLUSIONS

This study on non-resident applications made to the Shawnee County Social Welfare Board was based on data collected from case records of non-resident persons who made application for public assistance from that county during the six month period from January 1, 1959 through June 30, 1959. The purpose of the study was to determine the frequency of non-resident applications in Shawnee County, to find out the reasons these persons came to Kansas, and why they were in need of assistance, what their characteristics were, what dispositions were made of the applications and how the legal provisions affected the cases. Schedules were completed on all non-resident applications made during that period and the total number was fifty.¹ Four of this number of applications were made by persons who applied two different times during the study period, therefore, the total number of non-residents persons involved in making application for public assistance was forty-six.

The applications were rather evenly divided over the six months with the exception of March and June, when there was a noticeable drop in numbers. It may be speculated that the seasonal

¹ See Appendix A for case record schedule.

pattern of employment may have contributed to the fewer number of applications made in March and in June.

The applicant group was young with slightly more than one-fourth between the ages of twenty and twenty-nine years. There was an equal number of male and female applicants; 70 per cent were white, 28 per cent were Negro and 2 per cent Mexican. No applicant had higher than a twelfth grade education, 54 per cent had attained educational standing between fourth and eighth grade with the majority having completed the eighth grade.

Slightly less than one-fourth of the applicants were married and living with his or her spouse. Family units outnumbered unattached units approximately three to two. A little less than one-fourth of the total number of applicants were living with relatives. Young children, comprising more than half of all persons, were predominately in the lower age group with more than two-thirds under nine years of age. The majority of applicants were described by their social workers at the Shawnee County Agency as being independent, cooperative and reliable as compared to a very small percentage of individuals who were uncooperative, unreliable or with limited capacity for motivation for self maintenance. A small number of applicants were severely emotionally unstable or their functioning was handicapped because of low mentality.

The data revealed a surprising capacity for self maintenance on the part of the applicant before application for public assistance was made. With a few exceptions, all male applicants in the labor force were engaged in construction work, were between the ages of

twenty and forty and the average educational attainment was the eighth grade. Only five of the female applicants, all Negroes, were employed immediately prior to the time of application. There were more applicants who were considered to be steady workers with infrequent job turnover than those described as irresponsible and with frequent job turnover. Many applicants were unemployed at the time of application for public assistance because of seasonal layoff. Four-fifths of the applicants reported no source of income at the time of application.

All except one applicant not living with relatives were renting and most of the applicants were living in the lower middle, and the middle middle class residential districts. The most outstanding debts reported were for previous medical and/or hospital bills.

Poor health was a major factor in reasons for making application for public assistance with twenty-two cases of illnesses as compared to sixteen applications made because of unemployment other than illness. Sixty-two per cent of the applications would have been made for general assistance, if the applicant had been a resident of Kansas, 24 per cent for Aid to Dependent Children, 8 per cent for Old Age Assistance and 6 per cent for Aid to the Permanently and Totally Disabled.

Although sixteen states and Washington, D. C. were represented, more than half of the applicants lived in the states of Missouri, California, Arkansas and Oklahoma prior to coming to Kansas at the time of application. Nearly all of those applicants who had come

from California had formerly lived in Kansas.

The most significant finding of the study was the degree to which the non-resident applicants had strong past and present connections with the State of Kansas. One out of every five applicants claimed birth and/or previous residence in the state and one out of two had relatives living in Kansas.

Thirty-two applications were approved for the general assistance and non-resident fund and eighteen were rejected. The maximum period of time a non-resident person may be eligible to receive public assistance in the State of Kansas is sixty days out of any given year. The data in this study revealed that a large number of non-resident applications were made because of illness, some requiring long term medical care and treatment. It may be assumed that those unfortunate individuals, many with dependent family members, had to rely on relatives, friends, neighbors or other community resources for help until they were able to meet their own needs. The majority of the applicants who were unemployed for reasons other than illness, requested only temporary financial assistance pending unemployment compensation benefits and this need was met through the general assistance and non-resident fund. It was obvious that many of the non-resident applicants did not wish to leave Kansas as indicated by refusals to have their residence in their claimed state verified or to return to their state of residency although that state had authorized their return.

From the data collected on the non-resident needy person in this study, his image begins to take on the appearance of a former Kansan or one related to Kansans, returning to home and family, relatives or friends, rather than the stereotyped image of a complete stranger, wandering throughout the country looking for a handout. The primary purpose of residence laws has for centuries been to protect the tax resources of the local community by restricting public assistance funds to the communities "own" - those persons who have resided in a particular geographical area for a specified period of time. A secondary goal has been to discourage irresponsible and aimless wandering. The data in this study refutes the legitimacy of these purposes that have been repeatedly and forcibly stated by those who advocate residence requirements. The high proportion of applicants who had family ties in Kansas and the number who were being helped by relatives by living in homes of relatives, present a pattern of family cohesion and connection that is not in keeping with the views of many regarding the family of today that is looked upon as with little capacity to extend a helping hand to its members in times of difficulty. It appears that a familiar place and the presence of relatives in time of need was a refuge to many of those non-resident persons in this study, and that they were not moving for the sake of moving. With the present day value placed on the family as an institution, it appears that society should approve and attempt to preserve and strengthen this positive factor, however, residence requirements disregard the worth of this social value.

The findings in this study substantiate the fact that there

are fallacies in resident requirements. Some of these fallacies were delineated by Theodore Ernst in a recent study of the issue on non-resident laws in the state of New York:

Residence laws keep the labor supply where it is needed most. This was the intention of the earliest residence laws five and six centuries ago. They did not succeed in this purpose then, nor have they since. As a matter of fact, exactly the opposite is needed. A mobile labor force is a necessity for our contemporary society.

Increasing industrialization and urbanization continue to require mobility and the increasing movement of individuals from the more sparsely populated areas into areas already more heavily populated.

Residence laws reduce the entry of 'undesirable' individuals. ...Clearly factors other than residence laws or lack of them operate to determine this internal migration of individuals. Not infrequently it is the search for a job (or better job), not a dole... Movement may also be for better economic opportunities, better educational opportunities, better living conditions, joining relatives or friends.

Residence laws force the indigent and irresponsible to leave quickly. This is not true. They suffer every conceivable privation. They receive totally inadequate help and assistance through various channels never intended or equipped to fulfill such a purpose. It is clearly a public (governmental) responsibility... 'But they do not leave.' After all, where could they go, and to what advantage?

States or other communities have a right to legislate against the entry of 'undesirables' and, relatedly, to protect such undesirables against themselves. ...The underlying attitude is certainly fear and refusal to countenance differences. Implied in all such statements is that the right to free movement under certain circumstances should be legislated against. If democracy is to be vital, the opportunity for freedom in its widest sense must be permitted, provided, and encouraged. Any limitations on individual freedom are not in the spirit of a

democratic nation, for even the limits of personal freedom are ideally self-determined.

Residence laws are but one of the ways of removing the possibility for each individual to discover for himself the social limits of self-determination.²

Many public and private social welfare agencies and other organizations have long advocated the elimination of the residence requirements in the public assistance programs. A compilation of statements of some of these organizations by the National Social Welfare Assembly is included in the Appendix.³

Resident laws in our present day are outdated and do not serve the purpose they were intended five or six centuries ago. They are punitive, inhuman and are contrary to our philosophy of a democratic way of life, depriving the non-resident person opportunity for freedom and the right to self-determination. While this final conclusion is not novel, it is one that can be supported by the data of this study.

²Theodore Ernst, "Residence Laws: Recurrent Crisis," Social Work, April, 1960, pp. 18, 20.

³See Appendix D for "What They Say About Residence Laws."

APPENDIX A

SCHEDULE FOR REPORT OF APPLICATIONS FOR ASSISTANCE MADE BY NON-RESIDENT PERSONS JANUARY THROUGH JUNE, 1959

Schedule Number _____

I. Identifying Information

1. Date of Application _____

2. Sex and race of applicant (check)

Male

Female

White _____

White _____

Negro _____

Negro _____

Mexican _____

Mexican _____

Indian _____

Indian _____

Other (specify) _____

Other (specify) _____

3. Person applying and position in family _____

4. Age of applicant (check)

Under 20 _____

20 - 29 _____

30 - 39 _____

40 - 49 _____

50 - 59 _____

60 - 69 _____

Over 70 _____

5. Marital status of applicant (check)

Single ___ Married ___ Separated ___ Divorced ___ Widowed ___

Deserted ___

6. Education of applicant (check)

Less than 4th grade _____

4th grade through 8th _____

9th grade through 12th _____

College (years completed) _____

Trade or business school (specify) _____

II. Family Composition

Father _____	Children (boys' age)	(girls' age)
Mother _____	_____	_____
	_____	_____
	_____	_____
	_____	_____

Other members of the household (specify relationship) _____

Total number in the family _____

Comments of social worker describing the personality of applicant

Comments of social worker regarding family relationships

III. Economic Status

1. Usual type of occupation (check)

None _____	Domestic _____
Skilled labor _____	Clerical or stenographic _____
Unskilled labor _____	Housewife _____
Farming or farm labor _____	Retired _____
Professional (specify) _____	Other _____
Sales work _____	

2. Present occupation (specify) _____

3. Reason for leaving usual occupation _____

4. If not working, reason for leaving last occupation _____

5. Frequency of job turnover (dates) _____

6. Other members of household employed _____

7. Sources of income (check)

None _____
 Child support _____
 Contribution from relatives _____
 Boarders or lodgers _____
 Rentals _____
 G.A.S.I. _____
 Railroad Retirement _____
 Unemployment compensation _____
 Workmens' compensation _____
 Pension _____
 Other (specify) _____

8. Real property (home and other real property) _____

9. Personal property (specify) _____

10. Current debts (specify) _____

IV. Home Setting

1. Location _____

2. Describe type of neighborhood or community _____

3. Living arrangements

Home owned _____
 Home rented _____
 Number of rooms _____
 Modern facilities _____ electricity _____ running water _____ bath _____
 Rooming _____
 Boarding home care _____
 Living with relatives _____
 Other (specify) _____

V. Health of family

Physical _____

Mental _____

Comments regarding treatments _____

VI. Presumed Residence

Specify the state _____

Residence verified

Yes _____

No _____

Reason _____

VII. Reason for Coming to Kansas

Looking for employment _____

Employment here _____

In service - remained _____

Former resident of Kansas _____

Relatives living here _____

Other (specify) _____

Comments describing circumstances which motivated the applicant
to come to Kansas _____

VIII. Length of Time in Kansas

0 to 6 months _____

6 to 12 months _____

1 year to 23 months _____

2 to 35 months _____

5 to 47 months _____

4 to 5 years _____

IX. Reason for Making Application

Unemployment _____

Illness (specify type) _____

Disability (specify) _____

Broken home (specify cause) _____

Has applicant been known to this agency before? (Give dates)

Comments regarding reason for making application. (Give information regarding what the applicant had done in trying to meet his needs.) _____

X. If Applicant Had Been a Resident of Kansas, the Application

Would Have Been Made for:

QAA _____ ADG _____ AB _____ AD _____ GA _____

II. Disposition Made of the Application

Accepted through the GA and non-resident fund _____

Reason for acceptance _____

Rejected through the GA and non-resident fund _____

Reason for rejection _____

Referral to other agencies? (specify) _____

Other services given by agency. (describe) _____

Comments describing and summarizing the unmet needs of the applicant as a result of the present resident requirement laws:

APPENDIX B

INSTRUCTIONS FOR CASE RECORD SCHEDULE

Schedule Number: Number each schedule according to the record.

I. Identifying Information:

1. Date of application; date of intake.
2. Sex and race of applicant; check one.
3. Person applying and position in family; Name of applicant and his position in the family.
4. Age of applicant; check one age group.
5. Marital status of applicant; check one.
6. Education of applicant; check one.

II. Family Composition: Designate mother, father or other adult in parental position. Indicate each child's age.

Other members of the household: Specify other members of the household and their relationship to the applicant.

Total number in the family: Give total number of members in the household.

Comments of social worker describing the personality of applicant: Give description of applicant's personality according to the social worker's observation using the following classifications:

Pleasant, friendly, cooperative, reliable, independent and stable.

Hostile and uncooperative.

Unreliable, dependent, irresponsible.

Emotionally unstable.

Of low mentality.

Comments of social worker regarding family relationships described according to the following classifications:

Good relationship with a minimum of family discord within the immediate family or with relatives with whom the applicant is living.

Poor relationship within the family or with relatives with whom the applicant is living.

Serious marital difficulties.

III. Economic Status

1. Usual type of occupation of applicant: check one.
2. Present occupation: Specify the present occupation of the applicant (at the time of application).
3. Reason for leaving usual occupation: specify.
4. If not working, reason for leaving last occupation.
5. Frequency of job turnover: Indicate work habits of applicant by giving dates of job turnover or comments of social worker regarding job stability of applicant.
6. Other members of household employed: List other employed members of the applicant's family.
7. Source of income: check appropriate answer.
8. Real property: List any real property the applicant owns.
9. Personal property: Specify personal property the applicant owns as reported in the record.
10. Current debts: Specify any outstanding debt owed by the applicant.

IV. Home Setting

1. Location: Present address of applicant.
2. Describe type of neighborhood or community according to where the applicant is living:

Residential district
 middle middle class
 lower middle class
 upper lower class
 lower class

Industrial district.

Business district.

Rural district.

Detention home.

3. Living arrangements of the applicant; check appropriate answer.

V. Health of Family:

1. Physical: Describe health of the applicant and other members of his or her immediate family as observed by the social worker or reported by the doctor.

2. Mental: Describe the mental health of the applicant and/or members of the immediate family as observed by the social worker or from reports given by the doctor.

3. Comments regarding treatments: Observations of the social worker regarding how the applicant feels about receiving treatment for mental or emotional disturbances.

VI. Presumed Residence:

Specify the state; List state the applicant gave as his residence.

Residence verified: Was the residence of the applicant verified by the agency? (Check yes or no). If residence was not verified, give the reason.

VII. Reason for Coming to Kansas; check appropriate answer.

Comments describing circumstances which motivated applicant to come to Kansas; Give precipitating factors which influenced the applicant to come to Kansas.

VIII. Length of Time in Kansas; check one.

IX. Reason for Making Application; check one.

Has applicant been known to this agency before? Give dates of number of times applicant has contacted agency prior to this application.

Comments regarding reason for making application; Give information regarding what the applicant had done in trying to meet his needs prior to making application for assistance such as contacts with the employment office and filing for unemployment compensation.

X. If Applicant Had Been a Resident of Kansas, the Application Would Have Been Made for: check one.

XI. Disposition Made of the Application:

Accepted through the GA and non-resident funds check.
Give reason for acceptance.

Rejected through the GA and non-resident funds check.
Give reason for rejection.

Referral to other agencies: Was the applicant referred to another agency for service and if so, specify the agency and service requested.

Other service given by the agency: If other services than financial assistance were given the applicant by this agency, specify and describe them.

Comments describing and summarizing the unmet needs of the applicant as a result of the present resident requirement laws: Give detailed summary of how the applicant was affected by the resident requirement laws in meeting his existing needs.

APPENDIX C

BIBLIOGRAPHY

Books

- Bogue, Donald. The Population of the United States. Glasco, Illinois: The Free Press, 1959.
- Clarke, Helen I. Social Legislation. New York: Appleton-Century-Grofts, Incorporated, 1957.
- Friedlander, Walter A. Introduction to Social Welfare. Englewood Cliffs, New Jersey: Prentice-Hall, Incorporated, 1955.
- Miles, Arthur P. An Introduction to Public Welfare. Boston: D. C. Heath and Company, 1949.

Articles

- Ernst, Theodore. "Residence Laws: Recurrent Crisis," Social Work, Volume 5, Number 2, April, 1960, pp. 18-20.
- Notes and Comments by the Editors, "Residence Requirements Don't Make Sense," Social Service Review, Volume XXXIII, Number 2, June, 1959, pp. 167-193.

Governmental Publications

- Kansas Public Assistance Manual. Mimeographed September 1, 1955.
- Social Legislation Information Service, Washington, D. C. Issue Number 31, 86th Congress, August 17, 1959.
- Social Welfare Laws of the State of Kansas, Part I, Laws Relating to Public Assistance. Topeka: Kansas State Printer, 1958.
- Social Welfare Laws of the State of Kansas, Part II, Laws Relating to Institutions. Topeka: Kansas State Printer, 1958.
- State Department of Social Welfare. Child Welfare Service Manual. Mimeographed, 1954.

Unpublished Material

Dixon, George E., Director, Division of Public Assistance, State Department of Social Welfare of Kansas, "Comments and Recommendations on Present Residence Laws", 1958, in files of office of Division of Public Assistance, State Office Building, Topeka, Kansas.

Miscellaneous Publications

AFWA Letter to Members, Issue Number 10, August 20, 1959.

Federal Legislative Objectives, American Public Welfare Association, 1950.

Goals of Public Welfare Policy. New York: National Association of Social Workers, 1959.

Memorandum, Family Service Association of America. New York: January 23, 1957.

Wickenden, Elizabeth. "The Social Cost of Residence Laws," New York: National Travelers Aid Association, 1956.

APPENDIX D.

National Social Welfare Assembly

345 EAST 46 STREET, NEW YORK 17, N. Y.

WHAT THEY SAY ABOUT RESIDENCE LAWS

Statements of National Organizations and Leaders

Third Edition
May, 1959

Ad Hoc Committee on Residence Laws
Mrs. Savilla Millis Simons, Chairman

FOREWORD

In our increasingly mobile society, in which people frequently move back and forth across state and county boundaries, residence requirements for essential public services are a source of increasing confusion, inefficiency and hardship.

A growing interest has been evidenced in the removal of such requirements. Many organizations and groups are working to modify state and local residence restrictions. The Ad Hoc Committee on Residence Laws of the National Social Welfare Assembly, organized first in 1957 and reconstituted in 1958, includes in its membership representatives of 38 national organizations.

Modification of existing provisions, either through federal or state legislation, or some combination of the two, can be obtained only through the efforts of groups to promote understanding by the local community, by citizen leaders, public officials and representatives in the Congress and State Legislatures, of the effects of these restrictions on the administration of health and welfare services and how they deprive American citizens of public benefits to which they are otherwise entitled.

This revision of "What They Say About Residence Laws," issued first in 1957 and again in 1958, contains an impressive body of testimony in support of action to change or remove residence requirements. The Ad Hoc Committee on Residence Laws is issuing this revision in the belief that it will be helpful to national and local groups working to remove outmoded limitations on the provision of essential public services to people who need and are otherwise eligible for them.

SAVILLA MILLIS SIMONS
Chairman, Ad Hoc Committee on
Residence Laws, National
Social Welfare Assembly
General Director, National
Travelers Aid Association

STATEMENTS BY

The Secretary of Health, Education, and Welfare.....	Page 1
The President's Committee on Migratory Labor.....	" 2
Governors' Conference Resolution	" 3
American Federation of Labor-Congress of Industrial Organizations...	" 4
AFL-CIO Community Service Activities.....	" 4
The American Legion.....	" 5,6
The American Red Cross.....	" 7,8,9
American Public Welfare Association.....	" 10
The Association of American Indian Affairs.....	" 10
The Bureau of Public Assistance.....	" 11,12
Children's Bureau.....	" 13
Child Welfare League of America.....	" 14,15,16
Council of Jewish Federations and Welfare Funds.....	" 17
Family Location Service.....	" 18
Family Service Association of America.....	" 18
International Social Service.....	" 19
The National Association for Mental Health.....	" 20
National Association of Social Workers.....	" 21
National Child Labor Committee.....	" 21
National Council of the Churches of Christ in the U.S.A.....	" 22
National Council of Jewish Women.....	" 22
National Council on Alcoholism.....	" 23
National Federation of Settlements and Neighborhood Centers.....	" 23
National Travelers Aid Association.....	" 24,25
National Tuberculosis Association.....	" 26

The Salvation Army.....	Page	26
United Hias Service.....	"	27
Young Women's Christian Association.....	"	28
United Seamen's Service.....	"	29
American Foundation for the Blind.....	"	29
American Council for Nationalities Service.....	"	30

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

"The purpose of the social security programs is the prevention of destitution. This is a nationwide goal. To this end the Federal Government administers the old-age, survivors, and disability insurance program and provides grants-in-aid to States to help support additional programs, including public assistance. In the fiscal year ended June 30, 1958, the Federal Government supplied 56.4 percent of the funds expended for assistance payments to needy people.

"Residence requirements reflect a concern of the States, especially of those which anticipate heavy in-migration and consequent disproportionate cost if they cared for nonresidents for whom they traditionally have assumed no responsibility. Where the Federal Government finances a substantial part of the cost, I do not believe that services should be limited to State residents. Unless public assistance can be effective when needs cannot be met in some other way, the objectives of the public assistance programs cannot be met.

"Nevertheless, residence requirements exclude people who otherwise would be eligible for help and should have help before their situation becomes worse."

Source: Statement from
Mr. Arthur Flemming,
The Secretary of Health,
Education, and Welfare,
Washington

May 11, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE PRESIDENT'S COMMITTEE ON MIGRATORY LABOR *

"The volume of migration in the United States is large and during a single year more than 10 million persons move to a different county. Most of these are seeking better employment opportunities and such is the case of the migrant farm worker.

"The migratory farm worker and his family perhaps have a greater need for community services than any other segment of our moving population. At the same time it should be recognized that these persons be they employed for a few short weeks or a few months do contribute greatly to the economy of the various States and communities. Yet in many areas migrants are looked upon as liabilities, rather than as assets.

"At its May 1958 meeting the President's Committee on Migratory Labor agreed that migrants should be given access to community services but realized that most of such services were denied migrants, generally because of State residence requirements. The Committee therefore requested that the Department of Health, Education and Welfare encourage States to review their residence laws with a view to their removal and the assumption of responsibility for migrants while they are in the respective States."

Source: Statement prepared by
Frank A. Potter
Executive Director
The President's Committee on
Migratory Labor

April 28, 1959

* Secretary of Labor, Chairman
Secretary of Agriculture
Secretary of Interior
Secretary of Health, Education & Welfare
Administrator of Housing and Home Finance Agency

WHAT THEY SAY ABOUT RESIDENCE LAWS

NATIONAL GOVERNORS' CONFERENCE

RESIDENCE REQUIREMENTS FOR PUBLIC ASSISTANCE

"WHEREAS, the economic and industrial development of our nation depends upon and has resulted in, the constant migration from one state to another of a substantial segment of our population which, according to latest available reliable figures, involves at least six million persons per year; and,

WHEREAS, these persons, because of their frequent movement from state to state have lost their eligibility for public assistance in the state of their origin, and have at the same time failed to establish in any other state residence of sufficient duration to qualify for public assistance; and,

WHEREAS, although these persons are bona fide citizens of the United States, they become, in effect, "stateless" persons when they are in need of public assistance because they are unable to meet the residence requirements in the state in which they are currently located; and,

WHEREAS, all the states of the nation with the exception of the State of New York have laws which specify varying periods of residence as a condition precedent to the granting of public assistance; and,

WHEREAS, this situation creates an acute social welfare problem of human hardship that must not be tolerated in a nation of plenty which prides itself upon its sincere concern for human need and suffering;

NOW, THEREFORE, BE IT RESOLVED, by this Fiftieth Annual Meeting of the Governors' Conference that the Chairman be instructed to appoint a committee to study alternative means for solving the problem of granting and paying of public assistance to "stateless" persons including:

1. Reciprocal agreements or compacts among the states whereby the state in which the residence requirement for public assistance was last established by the now "stateless" person will assume the cost of public assistance to the state wherein such assistance is granted, until such time as new residence is established; or,
2. Legislation by the Congress of the United States whereby the federal government will assume the cost of public assistance to these "stateless" persons; and,

BE IT FURTHER RESOLVED that the committee appointed by the Chairman of the Governors' Conference for this purpose be instructed to make its recommendations to the Governors and to the Congress of the United States."

Resolution Adopted at Fiftieth Annual
Meeting, Governors' Conference

May 21, 1958

WHAT THEY SAY ABOUT RESIDENCE LAWS

AMERICAN FEDERATION OF LABOR - CONGRESS OF INDUSTRIAL ORGANIZATIONS

RESOLUTION NO. 86 ON PUBLIC ASSISTANCE

"Federal grants have greatly improved state public assistance programs for four categories of needy people: the aged, the blind, the permanently and totally disabled, and dependent children. But even after the amendments we helped obtain in 1956, payments to recipients are often too small and hedged around with harsh requirements in regard to residence and property.

"No federal grants are provided for general assistance, and too many states and localities do not aid employable workers who cannot find jobs and are not receiving unemployment insurance benefits.

"RESOLVED: That in accordance with labor's traditional support of an adequate public assistance program to supplement social insurance, we favor far-reaching improvements in the public assistance provisions of the Social Security Act. We believe the Forand Bill * presents a sound approach, through providing more liberal federal matching grants related to state per capita income, extending them to general assistance, and eliminating residence requirements."

Source: Resolution Adopted at Second
Constitutional Convention

* H. R. 6422

December, 1957

AFL-CIO COMMUNITY SERVICE ACTIVITIES

"Residence laws are unrealistic, undignified and un-American. They are unrealistic because they deny the mobility of our population. They are undignified because they deny public responsibility to our unfortunate fellow citizens. They are un-American because they deny the fact that, say a Kansan or Virginian or Oregonian are Americans too."

Source: Statement by Leo Perlis,
Director, AFL-CIO Community
Service Activities

May 6, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE AMERICAN LEGION

WHEREAS, The development of our present economy is dependent upon the mobility of people, and

WHEREAS, The trend in our country's economic growth has required mobility and apparently will do so in the years ahead, and

WHEREAS, Each year since 1950 some 5 million Americans have moved from one state to another, with about 10 million moving each year from county to county, and

WHEREAS, These people move largely to fulfill the demands for labor, thereby contributing to the development of communities and the strengthening of our economy and national security, and

WHEREAS, A substantial percent of persons who move represent veterans and their dependents, and

WHEREAS, In many instances these people earn, pay taxes, and own property; however, due to existing laws often are deprived of benefits available to others living in the state or locality, Now, Therefore, Be It

RESOLVED, By The American Legion In National Convention assembled in Atlantic City, New Jersey, September 16-19, 1957, That it support studies to evaluate all residence laws to determine whether they assure adequate protection and benefits to persons living in any community, and Be It

FURTHER RESOLVED, That the Child Welfare Division of the American Legion be instructed to contact all Departments for the purpose of securing information concerning the residence laws of the respective states for the purpose of discussing said laws, to the extent possible, at the various Area Child Welfare Conferences to be held throughout the country during this coming year. "

Source: Resolution
American Legion National
Convention

September, 1957

(Continued on next page)

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE AMERICAN LEGION (Cont.)

RESOLUTION NO. 22 - RESIDENCE LAWS

"WHEREAS, Mobility of people is essential to our present economy and national security; and

"WHEREAS, Since 1950, 10 million Americans move each year either from state to state or one county to another, and there is no reason to believe this trend will not continue through some time to come; and

"WHEREAS, These people move largely to fulfill labor demands in a locality where they subsequently pay taxes, own property and contribute to community betterment, but often are deprived by existing laws of essential benefits available to others living in the state or locality; and

"WHEREAS, The problem is both intra-state and inter-state;

"NOW, THEREFORE, BE IT RESOLVED, By the National Executive Committee of The American Legion, meeting in Indianapolis, Indiana, April 29 - May 1, 1959, That until such time as Resolution No. 1 adopted by the National Executive Committee of The American Legion, meeting in Indianapolis, October 8-10, 1958, which recommended matching funds for general assistance without regard to residence is enacted into law, the National Child Welfare Commission evaluate additional solutions of the problem as it applies to change of residence of people between states; and

"BE IT FURTHER RESOLVED, That each of the various Departments of The American Legion be encouraged to either initiate or support studies to evaluate residence laws to determine if their operation within the state deprives certain citizens in the community of benefits available to other people in that community; and that the Departments be encouraged to support, for this purpose, legislative study commissions empowered to recommend corrective state legislation."

Source: Resolution Adopted by the
National Executive Committee
of The American Legion

April 29, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE AMERICAN RED CROSS

National Headquarters, Washington 13, D.C.

Residence Laws Affecting People Served by Home
Service in Chapters of the American Red Cross.

"Residence laws which affect the rights and privileges of a large number of Americans frequently result in denials of benefits or long delays in their authorization. State and county residence requirements create actual hardships and limit the free movement of people. For Red Cross chapters, especially those in non-urban areas, the question of eligibility for state and local benefits poses special difficulties. They must meet requests for assistance from families of the armed forces, veterans and their dependents, and in some instances local and transient civilians. The Home Service policy of providing service without respect to residence has brought to chapters not only the groups we state are our primary responsibility for service but also hundreds of other applicants who have no other resources. Major areas of family resources and opportunities affected by residence laws include health and welfare services, economic aid, medical and institutional care, housing, employment, and education.

Effects of Residence Laws on Members of the Armed Forces
And Their Families

"Servicemen and their families face problems often beyond their control due to the unique situation in which they are placed. Military needs and controls require the movement of personnel from place to place. This movement then deprives servicemen and their dependents of the civilian rights and privileges to which they are entitled in their legal places of residence. They find no reciprocal rights to these benefits in their new homes and communities.

"Chapters are finding it necessary to meet emergency financial needs of dependents on a continuing basis in some instances where the budgetary needs of the family exceed the serviceman's pay and allowances. This is particularly true in cases where there are several children and stepchildren who cannot meet residence requirements because they either were not born in the state of present residence or have not been living in the state for one year. To complicate the situation still further, various county subdivisions differ in their program of general assistance.

"Wives lose their legal residence upon marriage and assume that of their husbands. Should the serviceman be from another state, the wife may find herself without access to needed benefits or resources if she continues or returns to live in her premarital place of residence.

"Service families who are in the age group in which adoption of children is most desirable are frequently barred from that privilege because they cannot meet the requirement for specific years of residence within the state. Adequate foster care is similarly often denied because parents

WHAT THEY SAY ABOUT RESIDENCE LAWS

lack residence. Servicemen's children needing foster home or institutional placement must meet residence requirements or be returned to place of legal residence if public funds are involved. Chronic illness cases involving wives and children of servicemen do not have access to local county hospitals or state institutions for long-term care unless residence requirements can be met. Such cases include treatment for tuberculosis, emotional or mental illnesses. Transfer of such patients to place of legal residence often is inconsistent with sound social planning for the family.

"Secondary dependents, such as parents, brothers and sisters, frequently live in the home of the servicemen and are an integral part of the family group. In the event supplementation of income or medical and institutional care is needed, they must be returned to place of legal residence. Wives and children of servicemen who are in a disciplinary status and whose pay and allowances are affected frequently are unable to qualify for public assistance in the community in which they find themselves. Many of these cases involve families who are returned from overseas because the serviceman is in disciplinary status. Chapters are extremely wary of jeopardizing their working relationships with public welfare by entering into planning to bring families into communities where they do not have legal residence. From the standpoint of the welfare in the family, it may appear that settlement in the community of their choice is the best plan.

"The servicewoman who is discharged from military service because of pregnancy frequently wishes to go to a state where she is not a resident. It is becoming more and more difficult to assist these women in making plans for their confinement and child placement because of residence restrictions.

"Many wives of servicemen seek employment to supplement the pay and allowances of the serviceman. In a number of places Civil Service restrictions limit the employment of these women and they find it difficult to secure work in the civilian community. Employers are reluctant to train key workers on a job when it is known the serviceman husband is subject to frequent transfer in assignment.

"States and localities have provisions for elementary, secondary and higher education. They provide free schooling, scholarships for children and adults who meet residence requirements. Frequently the children of servicemen coming into new communities find themselves disqualified for these benefits. The wives seeking additional schooling or training are often not entitled to the privileges others in the community share.

Effects of Residence Laws on Veterans

"The discharged or retired serviceman, seeking benefits, national, state or local, are frequently handicapped by residence laws. Many of their problems are similar in nature to those of the armed forces and their families. State veterans' benefits are given only to residents, including Civil Service opportunities, educational, medical or housing assistance, etc."

WHAT THEY SAY ABOUT RESIDENCE LAWS

"Many chapters are having to assume full responsibility for assistance to non-resident veterans who have pending Government claims for service-connected disabilities. Moreover, there appears to be a feeling on the part of the general public and public welfare in some places that the American Red Cross is the appropriate agency to assist all veterans regardless of their status or residence qualifications. While chapters are more successful in shifting this responsibility to public welfare where veterans can meet residence requirements, the problem remains where transients and non-residents are concerned. Since the veteran segment of our population is now so large and since the smaller chapters have established the practice of giving at least temporary assistance pending referral, chapters are finding it incumbent upon them to meet more and more needs and for a longer period of time in order to relieve undue hardship.

Effects of Residence Laws on Civilians.

" Because Red Cross chapters have a primary responsibility to serve members of the armed forces, veterans and their families, many of whom do not have residence in the community, it follows then quite logically that chapters cannot ignore situations involving civilians who cannot qualify under residence laws for public assistance. Not only the general public but individuals in need and even other agencies expect the American Red Cross to go beyond its stated function in behalf of needs of non-residents. In some situations, willingness or response to pressure for such help has resulted in meeting important human needs. On the other hand, the dispersal of American Red Cross resources over areas of need for which we have inadequate staff or financial resources has often lessened our effectiveness in relation to our major commitments. Furthermore, it leads to a growing confusion on the part of communities as to what Red Cross functions and basis for support should be. Efforts to deal with this have both positive and negative effects on the development of social consciousness and action in communities."

Source: Statement prepared by Marie Youngberg, National Director of Home Service

April 30, 1957
(Reconfirmed April 1959)

WHAT THEY SAY ABOUT RESIDENCE LAWS

AMERICAN PUBLIC WELFARE ASSOCIATION

"Public welfare programs should provide effective services to all who require them including financial assistance and preventive, protective, and rehabilitative services, and these services should be available to all persons without regard to residence, settlement, or citizenship requirements."

"The federal government should participate financially only in those assistance and other welfare programs which are available to all persons within the state who are otherwise eligible without regard to residence, settlement, or citizenship requirements."

Source: Excerpt from Federal Legislative Objectives - 1959
Approved by APWA Board of Directors

December 15, 1959

THE ASSOCIATION OF AMERICAN INDIAN AFFAIRS

"Members of Indian interest organizations throughout the country and citizens generally should find ways in which to support actively the current effort of the National Travelers Aid Society to eliminate local laws which set up residence requirements for public welfare assistance. In relation to American Indians specifically, these laws work great hardship upon relocated newcomers who may find themselves in sudden need of help after Indian Bureau assistance has ended but before they are legally eligible for welfare aid from the community. The Association on American Indian Affairs has officially endorsed the effort of the Society. Other organizations are urged to do so and to notify that agency of action taken."

Source: The American Indian Relocation Program

December 1956
(Reconfirmed April 1959)

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE BUREAU OF PUBLIC ASSISTANCE

Social Security Administration, Department of Health, Education, and Welfare, Washington, D. C.

"Problems relating to residence and settlement date back to the earliest provision of public aid and, in many instances, the laws relating to residence out-date the present laws on public assistance. These laws had their origin when the responsibility for financing public assistance fell almost entirely on the small units of government. They were intended to protect such units against overwhelming, inequitable costs. It is important to look at the significance of such laws in the light of present day economic and social patterns and in the light of changes in organization and in financing of public assistance.

"To a large extent the tax base for financing public aid has been broadened, with the localities bearing a decreasing proportion of the cost and, for the special types of assistance, Federal aid extending the source of funds beyond State boundaries. In the fiscal year 1958, Federal funds represented 56.4 percent of the total funds for assistance for the Federally aided categories, while State funds represented 35.9 percent, and localities only 7.8 percent.

"We have in this country a mobile population with great shifts in population taking place in relation to employment and patterns of living. Older people move seeking more favorable climate in which to live or to live in greater proximity to relatives; wartime production brought about related shifts in population; and a whole segment of our economy, namely agricultural, depends upon seasonal workers who move from State to State.

"States' residence provisions for assistance are not always adapted to these changing conditions, and problems continue to exist relating to the provision of services to persons who are not longtime residents of a State. We are aware of many problems which exist in this area and no doubt many more are known to the States. We are aware that there are children of migratory workers who are in need of care and assistance, particularly medical care. We are familiar with the problems of individuals, who move from one locality to another to better their economic status and who become stranded when plans do not develop as contemplated. We are familiar with the problems of elderly persons who wish to move from their place of residence to another locality in order to be near relatives or to be in a more suitable climate and, through lack of knowledge, run the risk of losing their right to assistance in either State because of differences between the laws of the States.

"The existence of residence requirements necessitates an investigation of this aspect of an individual's circumstances. Sometimes assistance must be withheld until the investigation is complete. Often there

must be extensive correspondence with other States or localities. Not infrequently there is a difference of opinion between States or localities. Not infrequently there is a difference of opinion between States as to the facts of residence. If laws and policies of States coincide, it is mere chance, and often an individual will be without recognized and acknowledged residence. With residence laws go the machinery for returning a needy person to his place of residence. This is often not to the best interest of the individual or society because it tends to tie him to his old place of residence and defeats his efforts to improve himself.

"The investigation and the return process involve extensive costs to the States. Question can be raised whether these costs, plus the cost of assistance sent out of the State to residents temporarily absent, do not balance the cost a State might have from giving assistance to needy persons who have lived in a State for a shorter period than is now specified in its law. The evidence points this way. The ultimate costs of State residence laws must be measured by adding the more minor out-of-pocket costs of administration, just described, to the less tangible but more substantial social costs referred to earlier. Since these laws make it difficult for an individual to improve his personal situation, their costs to the community in perpetuating the depressed economic status of individuals are great.

"As Americans, we recognize and encourage mobility as essential to our country's economy. A small proportion of our mobile population will undoubtedly need help. Should not our humanitarian goals measure up to those we have for economic development? "

Source: Statement by Jay L. Roney
Director, Bureau of Public
Assistance

April 17, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

CHILDREN'S BUREAU

Social Security Administration, Department of Health, Education and Welfare, Washington, D. C.

"The Children's Bureau has long been concerned with the adverse effects of residence laws on the availability of health and welfare services needed by children and their families.

"In 1947, 1948 and 1951, representatives of the Children's Bureau met with a number of State child welfare officials for the purpose of considering problems relating to the interstate placement of children. The report of these meetings lists "residence or settlement requirements restricting the admission of non-resident children" as one of the problems encountered in the interstate placement of children. We have also been keenly aware of the effect of residence laws upon planning for children of migrant families, as well as for the unmarried mother who seeks help away from her own community. In many instances, these laws present the same problems in the provision of health services as they do in social services and foster care.

"The Children's Bureau believes that this is an area which demands careful study and consideration. We sincerely hope that ways and means may eventually be found to remove or counteract the harmful effect of such laws and at the same time protect the equities of the States.

"We are pleased to have the opportunity to participate with the National Social Welfare Assembly in this activity. "

Source: Letter from Katherine B.
Oettinger, Chief
Children's Bureau

April 16, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

CHILD WELFARE LEAGUE OF AMERICA

Child Welfare Problems Growing Out Of Restrictive Residence Laws

"Restrictive residence provisions are found at township, municipal, county, state and Federal levels. Inherited from a feudal society and then incorporated into the Elizabethan Poor Laws, they have subsequently in this country been perpetuated in the health and welfare legislation of state after state. They are anachronistic in an economy which assumes a mobile labor force. They are punitive in a society committed and dedicated to equal protections and opportunities for all its citizens. They are illogical where for nearly a quarter century there has existed a Federally financed Social Security Program designed to provide a floor of assistances and services beneath all people wherever they may be living. Very appropriately, for our time and distance, residence laws have been called "a road block to human welfare."

"It is well known that the Social Security Act sanctions the continuation of these outmoded and undemocratic measures, through its language permitting Federal Matching to states which set their residence requirements at not more than one year for ADC and not more than five out of the past nine for the other categories. It is well known, too, that states which a few years ago had removed or lowered their residence requirements have now reinstated them. Not so well known are the multiplicity and range of interstate residence restrictions, creating problems of access to general assistance, medical and hospital facilities, and various foster care programs. It is not impossible, nor is it unusual, for an individual family, or a child without a family, to lose settlement in one state or local governmental unit before establishing it in another. In more than one instance of record, settlement has never been re-established anywhere. At worst, assistance and service are denied, and at best delayed or provided only on an emergency basis to the additional material and emotional disadvantage of the individual, family or child.

"Typical child welfare problem situations created or intensified by residence laws are illustrated by the following examples:

1. The parents of ADC supported children who move across the street or 10 miles down the highway to secure housing, or to another town where the teenaged son or daughter may find employment, only to learn that state "A" cannot continue the grant, nor state "B" accept their application for a year.
2. The child in need of a family home, whose aunt, uncle, or grandparent residing in another state could provide continuity of family relationship as well as a home with proper supervision, if funds for the child's maintenance could be added to their own marginal income. ADC is not available due to residence restrictions, and the receiving state in addition is one of the two thirds majority of states having an interstate placement law requiring a guarantee that the child will not become a public charge.

WHAT THEY SAY ABOUT RESIDENCE LAWS

3. The unmarried girl expecting a baby who goes to a city in another state only to find hospital and other medical care denied her as a non-resident. She is asked as a condition of acceptance by a maternity home or casework agency to permit verification of her residence and determination of whether her home state will accept financial responsibility for her and the child.
4. The infant of a non-resident unmarried mother, surrendered for adoption, fails to develop normally and needs institutional care as a mental defective. His residence derives from his mother's residence, raising the problem of reopening a closed chapter for the mother and asking the state from which the mother came (or the state to which she has since gone) to make plans.)
5. A child is deserted in an independent boarding home, payments in arrears, by a mother without local connections, her destination unknown. Residence here is a matter of intent combined with domicile. Court rules that child has no legal claim on local resources, due to mother's lack of residence and child's minority, but will grant custody of child to agency or independent boarding mother if either will agree to accept financial responsibility for child. Mother located in state where she previously had residence, but where child has no claim on state because of parent's residence. Child caught without residence anywhere.

"No statistics on the numbers of families or of children without families who are denied assistance or service or both are available. It is doubtful that any exist, except in a few isolated instances where one state Division of Child Welfare or a local Travelers Aid Society, for example, has made a special study. Because of duplications due to movement from one local governmental unit to another as well as from state to state the mechanics of making a nationwide study would present considerable difficulty, granted that sponsorship of such a study were developed. Agency-by-agency studies of this problem in terms of numbers of families and children disadvantaged would yield valuable data to motivate local and state action to abolish residence restrictions and close gaps in assistances and services still lacking.

"The voluntary agency Board, the state department's Advisory Committee, and the taxpayer may well concern themselves with the high costs of administration of restrictive residence laws, state and local. It is a truism that administrative costs go up as eligibility requirements are tightened. It is the desperate lament of this decade that social agencies face critical shortages of professionally well qualified staff. It is generally acknowledged that all possible conservation of staff time and energies from non-social work responsibilities must be made. It is submitted that

WHAT THEY SAY ABOUT RESIDENCE LAWS

much valuable time of casework, supervisory, and executive staff is consumed in verifications of residence, securing or failing to secure acceptance of financial responsibility elsewhere, negotiating "paper" agreements in the interstate placement of children, and keeping financial records where local arrangements permit a "charge back" system from county to county or township to township. These practices are poor at any time and are more than ever in need of attention when the profession is short-handed.

"The Child Welfare League of America supports the complete abolishment of residence laws in every level of government."

Source: Approved by Executive Committee

April 10, 1957
(Reconfirmed April 1959)

WHAT THEY SAY ABOUT RESIDENCE LAWS

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS

"WHEREAS:

"Freedom to move is a fundamental human right in a democracy;

"The right of an individual to move to better his economic and living conditions must not be abridged;

"This right of free movement is essential to the continued effective functioning of the economy of the United States;

"Restriction on a residence basis against the newcomer in obtaining the fundamental needs of food, clothing, shelter and medical care results in human tragedy;

"The failure of such individuals to receive public assistance places a heavy burden on voluntary philanthropic agencies, which they cannot meet;

"Length of residence requirements are an archaic, inefficient, costly survival from previous and different periods.

"Therefore, BE IT RESOLVED, that The Council of Jewish Federations and Welfare Funds, representing organized Jewish philanthropic services in communities throughout the country, is opposed to length of residence requirements for public or private assistance, and urges the removal of such limitations where they exist."

Source: Resolution on Residence Laws and
Settlement
Adopted by the Council of Jewish
Federations and Welfare Funds

June 10, 1957

"The Board of Directors of The Council of Jewish Federations and Welfare Funds Approves in Principle The Participation of The Federal Government in The Extension of Its Public Assistance Program in a Manner Designed to Provide Financial Assistance and Other Services for All Needy Persons Not Now Covered Under Federal Law. Such Extension Should Provide That There Be No Restrictions On Eligibility Based Upon Residence or Citizenship Requirements."

Source: Resolution on General Assistance
Adopted by the Council of Jewish
Federations & Welfare Funds

March 15, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

FAMILY LOCATION SERVICE, INC.

"May we express our strong opposition to the bills which would establish a residence requirement for public assistance. This agency, which for over 51 years, has been active in the field of marital difficulties as a social work and legal aid organization, is convinced that people move, not for the purpose of getting assistance, but to find a better life for themselves and their families. This, it seems to us, is a right which is basic to our American way of life and one of the principles which we must uphold as we strive against the inroads of communist and other totalitarian ideologies. We must preserve the right of people to move freely."

Source: Letter from Walter H. Liebman
to Senator Walter J. Mahoney
New York State Senate

February 20, 1957
(Reconfirmed April 1959)

FAMILY SERVICE ASSOCIATION OF AMERICA

"On recommendation of its standing Committee on Public Issues, the Executive Committee of the Family Service Association of America, on December 14, 1956, gave approval to the Association's efforts to liberalize and eventually eradicate those state and federal laws which withhold health services, public assistance, and other welfare benefits from persons who do not meet certain requirements of legal residence. The Association stands ready to join with other agencies interested in efforts to end these restrictions.

"The Association itself and its constituent agencies are painfully aware of the inequities and the hardships to individuals and families resulting from existing restrictive legislation."

Source: Clark Blackburn
General Director
Family Service Association
of America

April 14, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

INTERNATIONAL SOCIAL SERVICE - AMERICAN BRANCH

STATEMENT OF KIND OF PROBLEMS CREATED IN INTERNATIONAL SOCIAL SERVICE
AREA OF FUNCTIONING BY EXISTENCE OF RESIDENCE LAWS

"We agree that residence laws as a requirement for public assistance are a "road-block to human welfare"- as the National Travelers Association calls its symposium on residence laws.

"International Social Service is frequently asked to assist in the repatriation of United States citizens who, living abroad, have fallen into difficulty and wish to return to the United States. They would not ordinarily be entitled to public assistance from the foreign country regardless of the degree of need or length of residence there. Relatives in the United States might be willing to welcome the person being repatriated but may be unable to meet medical or financial needs for the persons returning to the United States. When the relatives live in states with restrictive residence laws, a plan which would obviously be in the client's best interest cannot be made due to the inability to get public assistance for the person who is being repatriated.

"In the case of an unmarried woman (U.S. citizen) who became pregnant abroad and who wished to come to New York State to place her child for adoption to prevent the existence of the child being known in her own community, we communicated with a New York City adoption agency which was willing to offer service. The agency, however, pointed out that if the child proved to be not adoptable serious problems might arise in establishing long time care for the child whose mother would not have residence in New York State.

"Considerable difficulty is encountered in the cases of families who have lived abroad for several years because of employment with the United States Government or American companies and have consequently lost State residence when they need placement service in the United States for the seriously disturbed or defective child unless they are able to meet all of the expenses for the child's care.

"In addition to these problems, we see residence laws as restrictive in relation to the best welfare of the immigrant and as to the United States as a whole. We believe that all immigrants who come to the United States should be able to move about freely to assure their integration in the life of the United States and their making a maximum contribution to this country since they are admitted to the United States instead of to any particular state."

Source: Statement submitted by Miss Mary T.
Davis, Case Consultant
April 12, 1957

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE NATIONAL ASSOCIATION FOR MENTAL HEALTH

"The National Association for Mental Health is aware that residence restrictions to the provision of personal services often block such provision and permit psychiatric problems to become aggravated. These problems might have been treated during an earlier and more hopeful stage. We consider this delay hardly worthy of a civilized people. We also recognize that the intent of resident requirements is usually badly conceived. The intent of such requirements seems to be to prevent the citizenry of a community from bearing an excessive and unwarranted financial burden for service to people from other communities. Actually when the barriers are down, excepting perhaps in a few instances, the cost of provision for such service to the residents of other communities is balanced by provision provided by other communities, and there is a saving for both through the elimination of transportation costs.

"In addition to the damage done to the mentally ill by these restrictions, there is also the damage to mental health that accompanies restrictions of service falling within other fields such as education, social welfare, etc. Especially damaged are the migrant families whose children are denied educational and other services. These families are not a floating indigent group, but are in fact an economic necessity to their host communities."

Source: Letter from Dr. George S. Stevenson,
National and International Consultant

March 13, 1957
(Reconfirmed April 1959)

WHAT THEY SAY ABOUT RESIDENCE LAWS

NATIONAL ASSOCIATION OF SOCIAL WORKERS

A COMPREHENSIVE PUBLIC WELFARE PROGRAM

"Local, state and federal laws should be modified to make possible comprehensive noncategorical social welfare programs of adequate financial and medical care for all persons in actual economic need, and programs of prevention, protection, and care, and other services for adults and children who need them. Under such laws it should not be possible to deny assistance and services to any person in actual need of benefits or services otherwise available, whatever the age, race, religion, condition, political affiliation, or residence and citizenship status of the applicant or the acts or failure to act of persons other than the applicant. Public welfare services should be available in all parts of the country, and all jurisdictions in the United States, including the Commonwealth of Puerto Rico and the Virgin Islands, should participate in federal programs under the same policy and financial provisions.

Source: Excerpt from the National Association of Social Workers' Goals of Public Social Policy, Adopted by the Delegate Assembly

May, 1958

NATIONAL CHILD LABOR COMMITTEE

"The National Child Labor Committee is opposed to the use of residence as a requirement for eligibility for health, welfare and other governmental services. Residence laws impose undue hardships on migratory farm families whose livelihood depends upon their moving with the crops from state to state. They perform an essential service to the community in harvesting crops at a crucial time, and as citizens contributing to the local economy, they should not suffer this discrimination.

"The National Child Labor Committee is particularly concerned with the effect of the residence requirements on the children of agricultural migrant families. In effect "non-residents," these youngsters get less educational opportunity than any other group in our population, are most exposed to the dangers of child labor and are thereby handicapped in achieving their full potential as productive working adults in our economy."

Source: Statement by Eli E. Cohen, Executive Secretary, National Child Labor Committee

March 2, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

NATIONAL COUNCIL OF THE CHURCHES OF CHRIST
IN THE UNITED STATES OF AMERICA

"In most states residence requirements, archaic in present-day mobile America, prevent or modify the way in which people can be assisted by all these (Public Assistance) programs. Some states continue to impose citizenship requirements which are often more damaging in their consequences. The National Council of Churches believes that such requirements which serve to penalize people in need should be eliminated."

Source: The Churches' Concern for Public Assistance, an official pronouncement adopted by the General Board of the National Council of Churches, June 1958

NATIONAL COUNCIL OF JEWISH WOMEN

"The NCJW, dedicated to the Jewish tradition of devotion to the family, believes that the full development of the child depends upon the home and the factors that contribute to a strong family life, and that the dignity of the individual as well as the health of the family and the total community is basic to a free society. By fully utilizing our resources as a nation through governmental and voluntary services, it is possible to insure the highest level of opportunity for growth of which each individual is capable.

"IT THEREFORE RESOLVES

1. To work for a social security program which will provide:
 - (a)
 - (b)
 - (c)
 - (d) Elimination of requirements for stipulated residence periods as an eligibility factor for public assistance.

Source: The Resolutions of the National Council of Jewish Women, adopted at the 23rd Biennial Convention, Los Angeles

February 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

NATIONAL COUNCIL ON ALCOHOLISM

"Alcoholics are sick people and should be treated in communities where treatment can be made available regardless of their legal residence. They should not be refused treatment because of archaic settlement laws which require residence in order to be eligible for relief and medical care. We should join with the efforts of social agencies and other community organizations seeking repeal of settlement laws which prevent the treatment and rehabilitation of these human beings."

Source: Excerpt from Statement adopted
by Committee on the Homeless and
Institutional Alcoholic in
March, 1957

(Reconfirmed April, 1959)

NATIONAL FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS

"That the Federal government participate financially only in those assistance and other welfare programs which are available to all eligible persons within the state without restrictions as to residence, settlement or citizenship requirements."

Source: Resolution Adopted at the
Annual Meeting

May 10, 1958

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE NATIONAL TRAVELERS AID ASSOCIATION

Resolutions Adopted at the National Travelers Aid Association Biennial Convention, April 22, 1958

RESOLUTION NO. 1

"BE IT RESOLVED, that the National Travelers Aid Association and its members and their delegates, acting for local Travelers Aid Societies, expressly oppose all statutes in the various States and the District of Columbia, requiring a prescribed length of residence as a condition of obtaining public assistance and services and hereby approve, ratify and confirm the Statement of Principles on Residence Laws adopted on March 23, 1956, by the Board of Directors of the National Travelers Aid Association; which was as follows:

"1. That, as a matter of fundamental human right, an individual may choose the place best suited to his needs as his place of residence;

"2. That there derives from this the right of the individual to move freely from place to place without hindrance or penalty;

"3. That a person who has exercised the right of free movement should be on an equal footing with all others; that human needs such as food, clothing, shelter, and medical care should be met as such, regardless of whether the person in need is a long-established resident of the community, a newcomer to the community or in transit to some other place; specifically also

"4. That the right of free movement is contravened by arbitrary length of residence requirements affecting eligibility, in the community where the need arises, for basic maintenance assistance, medical care, hospitalization for mental illness or other necessary services financed by public funds;

"5. That, consequently, the right of free movement can be preserved only through removal of length of residence requirements;

"6. That National Travelers Aid Association is dedicated to helping people with problems arising out of movement, and has a responsibility to take leadership in securing the removal of any impediments to free movement."

RESOLUTION NO. 2

"BE IT RESOLVED, that all local Travelers Aid Societies be urged to develop programs in their communities and their States looking toward the relaxation and eventual repeal of all statutes requiring a prescribed length of residence as a condition of obtaining public assistance and services; and,

"BE IT FURTHER RESOLVED, that the National Travelers Aid Association assume the leadership of such movement, and that it be authorized to take all such action and proceedings with relation thereto, including the appointment and development of such committee or committees, both national and local as may be appropriate and as it shall deem necessary and proper."

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE NATIONAL TUBERCULOSIS ASSOCIATION

"Residence and local settlement laws and regulations frequently work a hardship on the tuberculosis patient. Millions of our citizens change their state residence every year. These laws and regulations may delay or even exclude hospitalization or treatment. This delay in hospitalization may extend opportunities for infection to more persons.

"The foregoing facts and principles are recognized as barriers and obstacles to the satisfactory administration of a tuberculosis control program."

Source: Report of Committee on
Social and Economic Pro-
blems, Adopted by Board
of Directors

May 25, 1952
(Reconfirmed April, 1959)

THE SALVATION ARMY

"By direct observation the Salvation Army has evidence that residence requirements as a condition to receiving public assistance or hospitalization do more harm than good. They result in human suffering, are costly to administer, cause serious disagreements between responsible administrations and save very little money for most states."

Source: Statement from Lt. Col.
Chester Brown

May 6, 1957
(Reconfirmed May, 1959)

WHAT THEY SAY ABOUT RESIDENCE LAWS

UNITED HIAS SERVICE

"The United Hias Service, which carries certain responsibilities for the settlement of newly arrived residents of the United States, is vitally interested in the total adjustment of the newcomers to the cultural, economic and social patterns which affect the lives of the whole family.

"Our general concern about residence laws is the same as that of family welfare agencies. In addition, we must anticipate problems of persons with special needs not only in terms of being eligible for public assistance, but in getting started in their chosen profession.

"Among such groups which face immediate restrictions upon arrival in the United States are certain professionals. Every state in the union has in its statutes varying kinds of legislation restricting the participation of aliens in the professions and occupations. We feel sure you will want to take this factor into consideration in discussions on residence requirements."

Source: Letter from James P. Rice,
Executive Director, United
Hias Service

May 11, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

THE YOUNG WOMEN'S CHRISTIAN ASSOCIATION

"The National Board of the YWCA has not made a comprehensive study of the social implications of state residence laws in relation to public assistance, and thus has not taken a stand on this matter up to this time. From my personal experience in local YWCAs, I am aware of the fact that frequently the application of the test of residence as a prerequisite for receiving public assistance works a grave hardship on those persons needing emergency assistance.

"Many YWCAs operate residences to serve young women away from home for the first time. Occasionally a YW resident with a low income will become ill, lose her job or have a mental breakdown. She is denied local help because she is legally a non-resident of the state and is forced to return to a community which in many instances is unable to give her the services which she needs. A case in point involved a YWCA resident who after moving to a city, where I was employed as executive director of the YWCA, became violently insane. Because of the residence requirements for admission to a local mental hospital, she had to be transported to a state 1500 miles away where she had legal residence, but where she had no real roots. This requirement likewise worked a hardship on her sister who also lived in our YW residence and could not afford to visit her ill sister in the distant state. Additional and expensive travel costs were also involved as it was necessary to have the patient accompanied by two attendants plus the expense and inconvenience of having these two nurses take time off from their work at a local hospital where their services were sorely needed.

"For a period of four years in addition to my duties as executive director of a YWCA, I served as a local representative of the Travelers' Aid Society. In smaller communities where there is no Travelers' Aid Society it is not an uncommon practice for the YWCA to assume the responsibility on a cooperating agency basis. These YWCAs are acutely aware of the difficulties involved in helping out-of-state travelers. Before the worker can offer any type of financial assistance or emergency help, she must receive an authorization from an agency or individual in the state in which the stranded traveler has legal residence. Oftentimes the client is a migrant worker who has not remained in a community long enough to meet the residence requirements, or a lone person who has no friends or relatives or is not known to any social agency. These people, many of whom have never needed assistance before, should be served with as little delay and equality as is a local resident. An additional difficulty often occurs over the week end or at night when it is almost impossible to obtain financial assurance or authorization from an out-of-state agency.

"The mobility of the population and the frequency with which Americans shift jobs across state lines indicate the need for a reevaluation of residence requirement laws as a prerequisite for social assistance. Other methods can be worked out for dealing with this problem so that the best interests of the client can be served and states are not overburdened with providing aid for temporary residents."

Source: Statement from Florence Worrell
Director of Public Affairs
National Board of the YWCA

April 29, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

UNITED SEAMEN'S SERVICE

"Mobility is an essential part of sea-faring. Needs of shipping vary from port to port with seasonal and industrial changes. The ability of our maritime industry to meet these shifting needs of our industrial community depends upon the ability of seamen to move from port to port. Frequently this period between ships is the only time seamen can spend with families. Restrictive residence and settlement laws place undue hardships on an important segment of our industrial population. A segment whose work requires extreme mobility.

"Freedom to travel and freedom to trade are essential parts of our lives. Permissive laws are important factors in the continued dynamism of our society."

Source: Statement by Otho J. Hicks,
Executive Director, United
Seamen's Service

AMERICAN FOUNDATION FOR THE BLIND

"The American Foundation for the Blind recognizes the existence of conditions in the past which prompted the several States and many localities to establish residence requirements as one of the criteria of eligibility for various social welfare services and benefits. There are undoubtedly some areas where such conditions may still prevail. However, the Foundation feels that residence requirements generally are archaic in our contemporary society and work an undue hardship on individuals who would otherwise be entitled to services or benefits essential to their welfare. Therefore, the Foundation believes that elimination of residence requirements for entitlement to social welfare benefits should be encouraged, especially for those benefits which are largely supported by Federal funds."

Source: "Statement of the American
Foundation for the Blind
Concerning Residence Laws",
M.R. Barnett, Executive
Director

May 12, 1959

WHAT THEY SAY ABOUT RESIDENCE LAWS

AMERICAN COUNCIL FOR NATIONALITIES SERVICE

"Probably the most widespread welfare problem and one of the most serious ones lies in the many conflicting standards and requirements relating to availability of welfare services to newcomers on state and local levels. For various reasons these standards have developed in various ways and different residence requirements have been imposed in different areas. This heterogeneity may be historically inevitable but it confronts the immigrant with dire problems, distinguishing him to his disadvantage from those of the native-born non-resident of the area in question.

"Our residence laws affect the immigrant - the whole family - as they affect families of native birth, but the impact of such laws bears more heavily upon them because they affect needs other than public assistance and health and because as immigrants they face special cultural and emotional problems.

"Under our national immigration laws, immigrants are admitted to permanent residence in the United States, not in particular localities, but unlike native-born Americans they have no established local legal residence to which they can return in order to enjoy necessary public services. Even the practice of their professions and occupations are closed to the alien or greatly restricted by residence, citizenship, and related requirements imposed by state or local statutes or licensing bodies.

"However, it should be pointed out that in advocating more uniform standards and less rigorous residence requirements we expose the alien to another grave problem: jeopardizing him by making him liable to the accusation of having become a public charge through his acceptance of certain welfare services. This is a dilemma inherent, of course, in our basic immigration law which renders immigrants deportable under these conditions. Nevertheless, as a matter of principle, an increase in the availability of welfare services is good public policy and such services should not be denied to newcomers or to native-born individuals and families."

Source: Letter from Gilbert Convers,
Assistant Director, American
Council for Nationalities
Service

May 19, 1959