

AN EXPLORATORY STUDY OF SURPLUS
FOOD DISTRIBUTION IN MICHIGAN
COUNTIES

by

Robert Worgul

A PROJECT REPORT

Submitted to the School of Social Work
Michigan State University
in Partial Fulfillment of
the Requirements for the
Degree of

MASTER OF SOCIAL WORK

June

1960

Approved: _____

Chairman, Research Committee

Director of School

ACKNOWLEDGMENTS

The writer is indebted to all who gave assistance in the writing of this paper. He is particularly grateful to Dr. Max Bruck, his adviser, who gave guidance in the early stages of the project; to Barrett Lyons and Arnold Gurin, members of the research committee who gave valuable advice and assistance on the entire paper; to Willis Costerhof for assistance with statistical data; to Mr. Ralph Lusk, former director of the Michigan Surplus Commodity Program; to H. J. Hightower, present director; and to Dr. H. J. Waddy who was most cooperative in making the resources of the Michigan State Department of Social Welfare available for this study.

TABLE OF CONTENTS

	Page
Title Page	i
Acknowledgments	ii
Table of Contents	iii
List of Tables	v
List of Illustrations	vi
Chapter	
I INTRODUCTION	1
What is Surplus Food	
Michigan Surplus Food Program	
Certification of Persons for Surplus Food outlets	
Summary	
II PROGRAM DESIGN	3
III EVALUATION OF SURPLUS FOOD PROGRAM	10
Distribution Points	
Signs of Distribution Outlets	
Distribution Signs	
Are the Clients Satisfied with Their Number	
of Distribution Points?	
Location of Distribution Points	
Comparison Between Distribution Point Location and	
Demand in Cases where the Client is not	
Receiving Full Use of Surplus Food	
Certification of Names of Surplus Food Recipients	
in Foodservice Establishments	
Food Relief and Surplus Food Distribution	
Eligibility for Surplus Food	
People on Welfare and Various Categories	
Students and Surplus Food	
In Surplus Food Program	
Food-relief Clients and Surplus Food	
What Surplus Foods are Available	

TABLE OF CONTENTS

Chapter	Page
IV ANALYSIS AND INTERPRETATION OF STATISTICAL DATA	25
1. The Use of Surplus Food by Various Categories	
2. The Kinds of Commodities Available and Participation	
3. Overall Differences in County Participation	
4. Why Some Counties do not Participate in the Surplus Food Distribution Program	
SUMMARY	41
APPENDIX	42
BIBLIOGRAPHY	50

LIST OF TABLES

Table	Page
1. Distribution Points per County	10
2. County Method of Distributing Surplus Food	11
3. Counties that give Surplus Food on Days other than those Regularly Scheduled	12
4. Scale Counties use to Determine Eligibility for Surplus Food for their Non-relief Applicants	23
5. Number of Counties using the Medium, Minimum or Below Minimum Range of Income Eligibility	24
6. Cumulative Case-month Participation in the Surplus Food Program by Category for 1959	25
7. Cases Receiving Aid During 1959	26
8. Adjusted Figures of those Receiving General Relief & Categorical Assistance During 1959.	27
9. Monthly Participation in the Surplus Commodity Program	32
10. Case-month Participation in the Surplus Commodity Program for 1959. General Relief Cases Included.	34
11. A Composite of Tables 7 & 10 Showing Decline in Participation for 1959.	35

LIST OF ILLUSTRATIONS

Figure	Page
1. Graph Showing Percent Participation in the Surplus Food Program by Various Categories in 1959	29
2. Graph Showing Percent of Participation for 1959 Excluding Wayne County and Detroit	30
3. Graph showing general decline in participation in the Surplus Food Program for 1959	33
4. Graph showing the counties at different levels of participation in the surplus food program. . .	37

CHAPTER I

INTRODUCTION

WHAT IS SURPLUS FOOD

"Surplus food" is a general term that refers to all agricultural commodities purchased by the United States Department of Agriculture¹ to stabilize American farm prices. Most people are somewhat familiar with the problems that are created by an oversupply of farm produce. The farmer is aware of these problems to a greater extent than the average citizen. It used to be that a bumper crop meant money in the bank for the farmer; but today, a record breaking crop presents problems of huge proportion. Prices for farm products fluctuate with the supply and the demand for these commodities. When farmers produce more food than can be sold on the open market, farm prices plummet downward. This means that many farmers lose money on their operation for that year. This creates an economic problem difficult to resolve, and has forced many farmers in the past to seek new occupations that are more dependable for a steady income.

Many programs have been started to dispose of surplus farm commodities in order to help the farmer. Attempts have been made to sell these commodities on the world market at reduced prices. While this has met with a measure of success, many nations object to this because their own exportable farm

¹Hereinafter called USDA.

products have a lower commercial value as a result. To stay on friendly terms with these nations, foreign exports of American farm commodities must be limited. Some success has been realized in using surplus commodities for world relief purposes. Through the United Nations International Children's Emergency Fund, the World Health Organization, and religious charitable programs, millions of people in underdeveloped countries have received surplus foods free of all charges. But, even though the United States has been most generous in this area, huge amounts of surplus remain and the total amount is increasing each year as farmers learn how to produce bigger and better crops on less land.

In our own country an attempt is being made to reduce the amount of surplus food by giving it to needy people who are not able to purchase it. The USDA has been given broad authority to distribute surplus food to these people through designated state agencies. Funds for effectuating the purpose of this program are derived from various acts of Congress. They are:

1. Public Law No. 32 -- Funds appropriated under the terms of Section 32 of the same act of the 74th Congress, approved August 24, 1935 and as later amended.
2. Public Law No. 396 -- Funds appropriated under the terms and provisions of Section 6 of the National School Lunch Act of the 79th Congress and approved June 3, 1946.
3. Public Law #493 -- Funds appropriated under the terms contained in Section #416 of the Agricultural Act of 1949 of the 81st Congress.¹

We must continually keep in mind that the surplus food distribution program is aimed at increasing the consumption of agricultural products; that is, the USDA must insure that total food purchases of recipients are not decreased as a result of surplus food donations. It is hoped that the effect will be to stabilize prices, and give the farmer

¹State of Michigan, Commodities Distribution Section, Manual, 6-1-58, p.1

a more adequate return on his investment. Surplus foods are not intended as a substitute for other forms of public assistance. The whole program would be defeated if this were the case.

The Michigan State Department of Social Welfare¹ does not set eligibility standards for receipt of surplus commodities except in a broad, general way. The county welfare boards are allowed to adopt such rules and regulations as seem most suitable to them as long as they do not violate state law. Counties must review all borderline cases at least once every 90 days, keep appropriate records, and allow the State Department of Social Welfare to audit their books.² A borderline case is one where the person receiving surplus food commodities is not receiving other public assistance. These people generally have a limited income from a pension, social security, or unemployment compensation, or other source.

The State Department of Social Welfare must insure that all distribution of surplus commodities meets the intent of federal legislation governing their disposal. The following is a policy statement of the United States Department of Agriculture concerning discrimination in the distribution of surplus commodities:

- "1. Surplus commodities are donated to appropriate state agencies with the understanding that they are to be distributed only to families and persons certified as being in need by state and local public welfare agencies.
2. They shall not be distributed in a manner which is adversely discriminatory against particular groups by virtue of race, creed, color, or political affiliations.

¹Hereinafter referred to as the State Department

²Ibid.

3. Surplus foods can not be used for electioneering purposes, no campaign literature can be displayed at the point of distribution, and no candidates for office or political workers are allowed on the premises at the time of distribution.

4. The foods are to be an outright donation."

The State Department of Social Welfare has elected to participate in the program and act as a distributing agent for surplus food for the USDA. The kinds of food declared to be surplus vary from time to time, depending, for the most part, on the supply. The State Department of Social Welfare is notified of the kinds of surplus food available and requested amounts are shipped free of charge to appropriate warehouses.

MICHIGAN SURPLUS FOOD PROGRAM

A well planned program to distribute surplus food to needy people is now in operation in Michigan. All eighty-three counties have been given the opportunity of taking advantage of this program and integrating it into their welfare program. Seventy-five counties are currently using surplus food as a supplementary grant to those people receiving public assistance or certified as being in need.

In order to facilitate the distribution of surplus food to participating counties, eleven conveniently located commercial distributors have been established throughout the state, each serving a certain number of counties. The distributors assume the responsibility for storing and distributing all surplus commodities until needed by the county departments of social welfare.¹ Counties request surplus commodities from their distributor once per month for the ensuing 30 days. This plan has been in

¹State of Michigan Commodities Distribution Section, Manual, 6-1-58, p.10

operation for over ten years and has proven most successful.¹

The State Department of Social Welfare allows a participating county to choose one of several methods for distributing surplus food to eligible recipients. (1) It may set up a warehouse, or warehouses, in the county, and make its own distribution to the recipients. If this method is used, it is mandatory that adequate storage facilities for the commodities be maintained at all times. (2) As mentioned earlier, the State of Michigan has eleven warehouses scattered across the state to store surplus food for eventual distribution to county distribution points. If the county where one of these state warehouses is located desires to do so, it may use the state warehouses as a county distribution point. (3) The third way is to distribute surplus food through local merchants within the county. This method makes the commodities easily accessible to the clients. The retail outlets are usually located in areas where clients are likely to live.²

CERTIFICATION OF PEOPLE FOR SURPLUS COMMODITIES

The county department of social welfare certifies eligible people for surplus commodities. All persons on a federally subsidized public assistance program are eligible to receive commodities if the county in which they reside has elected to participate in the program. These people are certified as being eligible and are given identification cards allowing them to receive commodities from the distribution point. The counties may certify other needy people if their income and assets are such as to render them in need. Persons in the following categories may be certified

¹Ibid., p. 10.

²Ibid., p. 16.

to receive commodities:

1. General Relief
2. Old Age Assistance
3. Aid to Dependent Children
4. Aid to the Blind
5. Aid to the Disabled
6. Unemployment Compensation
7. Unemployed
8. Part Time Employment
9. Social Security or other Retirement Benefits
10. Accident or Sickness or Workmens Compensation
11. Servicemen's or Veteran's Benefits
12. General Assistance, non Settlement
13. Low Income¹

The first category, General Relief, is a county program administered by county officials and financed by county funds with a state subsidy of at least 30%. Persons or families receiving assistance in categories 2 through 5 are known as Bureau of Social Aid cases. The Bureau of Social Aid is, legally, a part of the County Department of Social Welfare. In fact it is the local office of the State Department of Social Welfare. The money for the bureau programs is supplied in part by the federal government, but the programs are state programs administered by state personnel. The State Department of Social Welfare provides the County Bureau of Social Aid with standards of need in these cases. Persons or families in the remaining eight categories are known as borderline cases. These persons or families are not receiving assistance in any of the first five categories for various reasons. However, their income and assets are low enough to justify their being given surplus food if they want it.

There are some exceptions to the above. If a person resides in a county medical care facility, e. g. a public nursing home, or eats his meals in restaurants, he is not eligible for surplus food.² In addition

¹Ibid., p. 4.

²Ibid., p. 41.

The first of these is the fact that the Government has been unable to secure the necessary funds to carry out its policy. This is due to the fact that the Government has been unable to secure the necessary funds to carry out its policy. This is due to the fact that the Government has been unable to secure the necessary funds to carry out its policy. This is due to the fact that the Government has been unable to secure the necessary funds to carry out its policy.

In addition to this, if a person does not participate in the surplus food program by picking up the surplus food at the distribution depot on the designated day, he loses his certification and must reapply for certification.

SUMMARY

To summarize, the surplus food distribution program is primarily designed to help stabilize prices for farm commodities and only secondarily to help those in need who are on public assistance. The program is for the benefit of the farmer; the welfare recipient's gain is of secondary importance. Any surplus food given to an eligible welfare recipient is to be over and above his regular welfare grant and must not be a substitute for it. The counties are allowed to operate their own programs but must conform to certain federal and state standards. All persons receiving general relief or one of the Bureau of Social Aid categories are eligible to receive surplus food, but to maintain their certification, they must participate each month.

CHAPTER II

RESEARCH DESIGN

This research project was designed to determine the extent of integration of the surplus food distribution program into the total welfare program of those counties that participate in the surplus food program in Michigan. This study concerned itself primarily with individuals and families receiving either general relief or categorical assistance. The author was interested in determining (1) if there was a significant difference in the utilization of surplus foods by the various welfare categories; (2) if the kind of surplus food available in any one month affected participation; (3) if possible, the reasons why some counties have integrated this program more fully into their welfare program than other counties, and (4) why some counties have not integrated the surplus food program into their welfare program. In addition to this, the author thought it important to know in a broad general way, if some counties departed from state or federal standards in their distribution programs.

Four sources of information were used to determine the answers to the above questions. (1) A questionnaire was mailed to each county welfare director for specific information about his county's surplus food program. A copy of this questionnaire is in the appendix. The questionnaire return was surprisingly complete. All but one of the participating counties cooperated and all non-participating counties returned their completed questionnaires, making for a 98.77% total return. This made it possible to determine county surplus food distribution policies and how these

policies affected the integration of the surplus food program into the counties' total welfare programs. (2) Interviews were held with several county welfare directors to clarify some points in this study. In addition to this, the director of Michigan's surplus food program gave valuable assistance in explaining the program in a general way. (3) A trip was made to a county surplus food distribution depot to determine how its part of the program was handled. (4) All statistical information used in this study to determine eligibility and participation was obtained from the offices of Michigan State Department of Social Welfare.

Literature bearing on the integration of the surplus food program into county welfare programs is non-existent except for material printed by the Surplus Food Division of the State Department of Social Welfare. Most of the published literature on surplus food deals with ways in which surplus food can be disposed, economic problems arising from governmental programs, political implications and the like. This information was not pertinent to the objectives of the study.

CHAPTER III

ANALYSIS OF QUESTIONNAIRE DATA

The questionnaire replies were the source of a great deal of information concerning each county's participation in the surplus food program. Some of this information will be used in a later chapter that deals with degrees of participation by counties. The questionnaire data in this chapter are used to show the differences or similarities in the counties' programs and how their standards differ or compare with other counties and with state or federal regulations.

Distribution Points

The following table shows that the counties differ in the number of distribution points which they have established:

TABLE 1
DISTRIBUTION POINTS PER COUNTY

Number of Distribution Points	Counties
1	47
2	10
3	7
4	2
5	2
6	1
7	1
8	2
9	1
13	1 (Oakland)
172	1 (Wayne & Detroit)

The county with the largest number of distribution points, Wayne,

operates its surplus food program in cooperation with the City of Detroit, which otherwise is independent of the county. The City of Detroit alone has 130 distribution points while the rest of the county has 42.

Kinds of Distribution Outlets

As noted before, the counties have three choices for distribution outlets. These are through a warehouse in the county, by using a State Department of Social Welfare warehouse, or by using local merchants. Some counties use a combination of the above. The following table illustrates the manner of distribution in Michigan counties.

TABLE 2

COUNTY METHOD OF DISTRIBUTING SURPLUS FOOD

Method	Number of Counties
1. County warehouse or commissary	30
2. State agency warehouse	10
3. Retail merchants	40

Distribution Days

In general, in those counties where the distribution is made from a warehouse, the clients are allowed in an emergency to get their surplus on days other than regularly scheduled days. Almost one-half of the counties that use retail outlets for distribution points will do likewise. Of the 75 counties that distribute surplus food, 42 will give surplus in an emergency on days other than regularly scheduled ones, while 33 will not. In the City of Detroit, the distribution is held to two days a month, but new applicants for surplus food can receive their commodities, if eligible, at one centrally located warehouse which is open all week. All counties prefer that participants cooperate by adhering to the distribution days, and are reluctant to give surplus on

other days unless a critical situation exists. The following table shows that counties that use a commissary or state warehouse for distributing surplus foods are more likely to give surplus food in an emergency on days other than those regularly scheduled.

TABLE 3
COUNTIES THAT GIVE SURPLUS FOOD ON DAYS
OTHER THAN THOSE REGULARLY SCHEDULED

Type Outlet	Yes	No
1. Retail Store	18	21
2. County warehouse or commissary	22	5
3. State warehouse	5	4

Are the Counties Satisfied With Their
Number of Distribution Points?

Eighteen counties at some time since 1950, had more distribution points than they currently have. The reasons for discontinuing these depots are varied, but usually fall into one or more of seven broad groupings:

1. The grocers did not think it worthwhile. (6 counties)
(Presumably from a financial standpoint)
2. Lack of participation by clients. (3 counties)
3. Save money. (2 counties)
4. Cut down on work. (3 counties)
5. More efficient surplus food program with less outlets. (5 counties)
6. Increase in number of people on assistance. (2 counties)
7. Decreased caseload. (1 county)

Some counties reported that even though they decreased the number of distribution points, participation in the program was not affected. In Wayne County, where the caseload decreased after the economic recession of 1958 was over, the number of people participating in the program dropped so sharply that it was no longer worthwhile for some grocers to handle surplus commodities and they asked to be relieved of their part

in the program. Plans are currently being made to drop the remaining stores and concentrate on the one distribution outlet at the warehouse on Woodward Avenue in Detroit. One county director stated that in his opinion, based on observation, client participation in the surplus food program depends not so much on the number of distribution points in a county, but on the kinds of surplus food available on any one month. This will be discussed in greater detail in another chapter.

Two counties reported that during the recession when a great number of people became eligible for surplus commodities due to unemployment, the stores could not handle the volume of surplus involved, and dropped from the program.

There is near unanimity among the counties in not planning to increase the number of distribution points. Of the 75 counties cooperating in this program, 72 reported they did not plan to increase the number of distribution points. Three reported they did plan to increase the number of distribution points; two of these stated they would increase the number if the need arose for it, and the other county did not elaborate. Some counties reported they would eliminate some of their distribution points "if they could." One county felt that even though effectiveness would be increased if more distribution points were added, they were dissatisfied with the state's matching formula and are not making plans toward this end until the matching formula is improved.

Location of Distribution Points

The author was interested in knowing where the distribution points were located in the participating counties. Approximately 17.3% replied that the outlet was centrally located for the county but not necessarily in the main population area of the county or in the part of the city where

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 3, 1862. It is a very important document, as it contains the President's annual message to Congress, which is a key document in the history of the United States. The letter is written in a formal, official style, and it is signed by the President.

2. The second part of the document is a letter from the Secretary of the Treasury to the Congress, dated January 3, 1862. It is a very important document, as it contains the Secretary's report on the state of the Treasury, which is a key document in the history of the United States. The letter is written in a formal, official style, and it is signed by the Secretary.

3. The third part of the document is a letter from the Secretary of the Interior to the Congress, dated January 3, 1862. It is a very important document, as it contains the Secretary's report on the state of the Interior, which is a key document in the history of the United States. The letter is written in a formal, official style, and it is signed by the Secretary.

the greatest number of potential participants live. In many of the larger cities, there is more than one slum area, or areas where groups of potential participants live. There would have to be more than one outlet in these cities for surplus commodities to be readily accessible to these clients. Some respondents, while stating that their lone distribution point was not in an area where the clients lived, noted that it was in the principal city of their county where it was presumed most of those eligible would reside. In examining the returns, it was noted that 80% of the counties had at least one distribution point in the main population center.

Thirty-six respondents replied that they did not think their distribution centers were located in areas where the clients were likely to live, while 19 thought their centers were in areas where the clients were likely to live. Thirteen counties did not reply either way but gave as their answer the place where the distribution point(s) were located. In all three categories (yes--no--point named) the outstanding characteristic of all replies that were qualified with a further comment was that the distribution point(s) were located not so much on the criterion of closeness to the area of need, but in relation to accessibility from all parts of the county. In addition to this, many counties replied that their distribution point was at the county seat, county welfare office, or some other county building like a county hospital, even though the majority of the potential users of surplus did not live anywhere near these areas. In two cases, the distribution point was located several miles outside of any population center. Both of these counties ranked in the lowest quartile in degree of participation.

County "Aide" to the Client in the Surplus Food Program

Many counties reported the use of various types of promotional material to encourage the use of surplus foods. The printed material given directly to the client consisted entirely of recipes utilizing surplus commodities and/or low cost foods. This material was printed by the state, the Michigan State University Extension Department, the United States Department of Agriculture, The Michigan Department of Health or the local health department. No mention was made of any county's printing material of its own. They distributed only free literature that was given to them by the aforementioned agencies.

Very few counties reported that they did not give out recipes. Of the 75 counties participating in the program, only five counties did not give out this material. Most of the counties mentioned distributed recipes on how to use dried eggs. This was due to the fact that dried eggs cannot be used on top of the stove but only in the oven under certain conditions, and at one time were considered unsafe by many people. It was understandable therefore, that recipes were issued on this commodity.

Some sample recipe sheets were given to the writer and were found, in his judgment, to be of excellent quality, particularly those from the Michigan State University Co-operative Extension Service.

Methods other than printed recipes are used in 34 of the 75 participating counties. These methods vary considerably from county to county and some reflect a high degree of originality. Twenty-one counties use demonstration projects of one kind or another, mostly through the agricultural co-operative extension services. Some counties reported that the Bureau of Social Aid caseworkers gave assistance of one kind or another. The radio, newspapers, and television have been used to alert people to the availability of surplus food for those found to be eligible. The

Michigan Employment Security Commission, unions, Salvation Army, Volunteers of America, and other social agencies advise persons in need that they may be eligible. Some counties urge welfare recipients, at the time of the regular review, to use surplus food if they are not already doing so. One county stated that to promote the use of surplus food in their county they allow a union (or the union involved) to process applications for surplus food during strikes. The township supervisor of one county delivered surplus food to the blind and disabled, who could not come to get it.

Several counties stated that church groups have given demonstrations on the use of surplus foods to those participating in the program; the Mennonite church was named specifically in one county. Demonstrations are usually given in group settings, but one county has a special person give demonstrations in the home to help the clients use surplus food if they are having difficulties. Consumers Power Company gave a series of demonstrations in another county. Another county distributed literature on the availability of surplus food at the offices of the Federal Bureau of Old Age and Survivors Insurance and the Michigan Employment Security Commission offices for the benefit of these low income groups.

One county explained it did not give assistance on how to use surplus food because they were staple items and most people knew how to use them. This was in contrast to the City of Detroit, where the opinion was expressed that many of their participants did not know how to use surplus food since they were from the South or from a sub-cultural group in which surplus food items were not normally used, especially whole wheat flour.

the first of these is the fact that the
the second is the fact that the
the third is the fact that the
the fourth is the fact that the
the fifth is the fact that the
the sixth is the fact that the
the seventh is the fact that the
the eighth is the fact that the
the ninth is the fact that the
the tenth is the fact that the
the eleventh is the fact that the
the twelfth is the fact that the
the thirteenth is the fact that the
the fourteenth is the fact that the
the fifteenth is the fact that the
the sixteenth is the fact that the
the seventeenth is the fact that the
the eighteenth is the fact that the
the nineteenth is the fact that the
the twentieth is the fact that the
the twenty-first is the fact that the
the twenty-second is the fact that the
the twenty-third is the fact that the
the twenty-fourth is the fact that the
the twenty-fifth is the fact that the
the twenty-sixth is the fact that the
the twenty-seventh is the fact that the
the twenty-eighth is the fact that the
the twenty-ninth is the fact that the
the thirtieth is the fact that the
the thirty-first is the fact that the
the thirty-second is the fact that the
the thirty-third is the fact that the
the thirty-fourth is the fact that the
the thirty-fifth is the fact that the
the thirty-sixth is the fact that the
the thirty-seventh is the fact that the
the thirty-eighth is the fact that the
the thirty-ninth is the fact that the
the fortieth is the fact that the
the forty-first is the fact that the
the forty-second is the fact that the
the forty-third is the fact that the
the forty-fourth is the fact that the
the forty-fifth is the fact that the
the forty-sixth is the fact that the
the forty-seventh is the fact that the
the forty-eighth is the fact that the
the forty-ninth is the fact that the
the fiftieth is the fact that the
the fifty-first is the fact that the
the fifty-second is the fact that the
the fifty-third is the fact that the
the fifty-fourth is the fact that the
the fifty-fifth is the fact that the
the fifty-sixth is the fact that the
the fifty-seventh is the fact that the
the fifty-eighth is the fact that the
the fifty-ninth is the fact that the
the sixtieth is the fact that the
the sixty-first is the fact that the
the sixty-second is the fact that the
the sixty-third is the fact that the
the sixty-fourth is the fact that the
the sixty-fifth is the fact that the
the sixty-sixth is the fact that the
the sixty-seventh is the fact that the
the sixty-eighth is the fact that the
the sixty-ninth is the fact that the
the seventieth is the fact that the
the seventy-first is the fact that the
the seventy-second is the fact that the
the seventy-third is the fact that the
the seventy-fourth is the fact that the
the seventy-fifth is the fact that the
the seventy-sixth is the fact that the
the seventy-seventh is the fact that the
the seventy-eighth is the fact that the
the seventy-ninth is the fact that the
the eightieth is the fact that the
the eighty-first is the fact that the
the eighty-second is the fact that the
the eighty-third is the fact that the
the eighty-fourth is the fact that the
the eighty-fifth is the fact that the
the eighty-sixth is the fact that the
the eighty-seventh is the fact that the
the eighty-eighth is the fact that the
the eighty-ninth is the fact that the
the ninetieth is the fact that the
the ninety-first is the fact that the
the ninety-second is the fact that the
the ninety-third is the fact that the
the ninety-fourth is the fact that the
the ninety-fifth is the fact that the
the ninety-sixth is the fact that the
the ninety-seventh is the fact that the
the ninety-eighth is the fact that the
the ninety-ninth is the fact that the
the hundredth is the fact that the

Michigan Employment Security Commission, unions, Salvation Army, Volunteers of America, and other social agencies advise persons in need that they may be eligible. Some counties urge welfare recipients, at the time of the regular review, to use surplus food if they are not already doing so. One county stated that to promote the use of surplus food in their county they allow a union (or the union involved) to process applications for surplus food during strikes. The township supervisor of one county delivered surplus food to the blind and disabled, who could not come to get it.

Several counties stated that church groups have given demonstrations on the use of surplus foods to those participating in the program; the Mennonite church was named specifically in one county. Demonstrations are usually given in group settings, but one county has a special person give demonstrations in the home to help the clients use surplus food if they are having difficulties. Consumers Power Company gave a series of demonstrations in another county. Another county distributed literature on the availability of surplus food at the offices of the Federal Bureau of Old Age and Survivors Insurance and the Michigan Employment Security Commission offices for the benefit of these low income groups.

One county explained it did not give assistance on how to use surplus food because they were staple items and most people knew how to use them. This was in contrast to the City of Detroit, where the opinion was expressed that many of their participants did not know how to use surplus food since they were from the South or from a sub-cultural group in which surplus food items were not normally used, especially whole wheat flour.

200

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

1000

**Cooperation Between Distribution Point Worker and Caseworker
In Cases Where the Client is Not Making
Full Use of Surplus Food**

Of the 75 participating counties, thirty-five reported that there is some degree of cooperation between the distribution point workers and the caseworker of the client who is not making optimum use of surplus food. This cooperation usually takes the form of notifying the caseworker if the client takes only one or two commodities, or seldom participates in the program. In counties where there is a sharp increase in participation in the program due to unemployment, etc., close contact between the distribution point and caseworker is almost impossible. The mere fact of increased participation at these times, however, indicates that a great amount of surplus is being used effectively.

**Confidentiality of Names of Surplus Food Recipients in
Borderline Cases**

Fifty-seven counties reported that the names of surplus food recipients were kept as confidential as those receiving other types of public assistance. It is well to remark here that confidentiality in public assistance is a relative term. No name is confidential in a strict sense. If a citizen asks the welfare director if a "John Adams of such and such street" is on assistance, he must be told either "yes" or "no", but no other information is allowed to be given. The same thing holds true with the distribution of surplus food. If a citizen wants to know if a particular person, residing at a particular place, gets surplus food, the information must be supplied.

Even at this, some counties do not take the care to be as confidential with surplus food recipients as with other categories of assistance. One county replied, "How can clients be kept confidential when these clients receive surplus in public places?" Another said that postcards instead of letters were sent to surplus food recipients to call them in for review

of their eligibility. It can be seen that when surplus food is distributed from a grocery store, confidentiality is nil as compared to those forms of categorical assistance where the checks or welfare orders are mailed to the clients.

Work Relief and Surplus Food Distribution

Fifty-one counties stated that they do not use people on relief to help in the surplus food distribution program. However, three of these said they do at times but not at present. Work relief in the surplus food program outlet is more likely in counties where the distribution outlet is a warehouse, but some counties use work relief at retail outlets.

Seventeen counties use work relief at warehouse facilities.

Six counties reported they use work relief at their retail outlets.

Most surplus food distribution is done either by salaried personnel, or by grocers for so much financial consideration per "card" or case. In one county, the Salvation Army Women's Organization distributed surplus food for 10 cents a card to needy people.

Eligibility for Surplus Food

Almost without exception, all counties participating in the surplus food distribution program give to all Bureau of Social Aid cases and to those on general relief.¹ One county, however, does not give surplus food

¹"Direct relief" is the popular name used frequently in Michigan for the statutory "general relief", which, in turn, is called "general assistance" by most public welfare writers and by the federal government.

of their eligibility. It can be seen that when surplus food is distributed from a grocery store, confidentiality is nil as compared to those forms of categorical assistance where the checks or welfare orders are mailed to the clients.

Work Relief and Surplus Food Distribution

Fifty-one counties stated that they do not use people on relief to help in the surplus food distribution program. However, three of these said they do at times but not at present. Work relief in the surplus food program outlet is more likely in counties where the distribution outlet is a warehouse, but some counties use work relief at retail outlets.

Seventeen counties use work relief at warehouse facilities.

Six counties reported they use work relief at their retail outlets.

Most surplus food distribution is done either by salaried personnel, or by grocers for so much financial consideration per "card" or case. In one county, the Salvation Army Women's Organization distributed surplus food for 10 cents a card to needy people.

Eligibility for Surplus Food

Almost without exception, all counties participating in the surplus food distribution program give to all Bureau of Social Aid cases and to those on general relief.¹ One county, however, does not give surplus food

¹"Direct relief" is the popular name used frequently in Michigan for the statutory "general relief", which, in turn, is called "general assistance" by most public welfare writers and by the federal government.

to Old Age Assistance cases "due to diet." The other categories where there is some degree of variation are as follows:

- 6 - Unemployment Compensation
- 7 - Unemployed
- 8 - Part time employment
- 9 - Social Security or other retirement benefits
- 10 - Accident or sickness or other retirement benefits
- 11 - Service men or other retirement benefits
- 12 - General relief, non-settlement
- 13 - Low income

In general, it can be said that if any person who falls in categories 6-13 were eligible according to the county's standard of income and liquid assets, he would be given surplus food without qualification. There is some discrimination, however. Seven counties reported they did not give to non-settlement cases. One of these counties stated, "We do not believe we should entice non-settlement people to remain." Others give to them on a temporary basis only or in an emergency. One county made this statement, "This county has had no applications from persons listed as direct relief-non-settlement. Approval or denial would depend upon the circumstances of the individual applicant. For example, a person coming into the county on a non-settlement basis who had no means of support and no prospect of becoming self-supporting would in all probability be returned to his own state provided he and the state were agreeable. Whereas, a non-settled person who was employed and endeavoring to be self-supporting might be found eligible for surplus commodities."

People on Strike and Surplus Commodities

There is nothing in state or federal regulations that would bar a person on strike from receiving surplus food if his income and assets made him otherwise eligible. The following is a listing of county policies regarding distributing surplus food to people on strike:

- 8 counties will not give surplus food to persons on strike.
- 2 counties did not reply.
- 63 counties will give surplus food to persons on strike under certain conditions, as follows:
 - 52 counties if the person on strike is otherwise eligible.
 - 3 counties if the person on strike were eligible for categorical assistance or general relief
 - 3 counties only if the strike were an authorized strike. "Wildcat" strikes would not be eligible.
 - 5 counties only after investigation or as a special exception - if they had no income at all-- or, depending on the circumstances.

A comment that would probably be typical of the reasoning behind a county's refusal to give surplus to people on strike was, "It is our reasoning that persons who deliberately made themselves 'unemployed' are not eligible for any type of assistance." Another county, known for its above-average welfare program, stated that when a person on strike applies for surplus food, he is automatically granted surplus food without an investigation. This was due to a shortage of investigators and the thousands of applications that come in at once that would make investigations impossible. As noted before, another county allowed the union involved to process applications for surplus food when an industry was on strike.

Students and Surplus Foods

A number of varying replies were received to the question, "Are any persons attending college in your county in receipt of surplus food?" This question presupposed that student's income was such as to make him in need. The following replies were received in answer to this question:

- 39 counties will not give surplus food to students.
- 26 counties found this question does not apply to them.
- 3 counties reported that no student ever applied.
- 7 counties will give surplus food to students under the following conditions:
 - 6 counties if otherwise eligible
 - 1 county if some other kind of assistance, like

the reasoning behind a
the way, "it is our
business philosophy" is
"strongly" known for its
person on which applies
the food which is in-
ligence and the technology
the investigation in-
the union involved in

the way, "it is our
business philosophy" is
"strongly" known for its
person on which applies
the food which is in-
ligence and the technology
the investigation in-
the union involved in

the way, "it is our
business philosophy" is
"strongly" known for its
person on which applies
the food which is in-
ligence and the technology
the investigation in-
the union involved in

the way, "it is our
business philosophy" is
"strongly" known for its
person on which applies
the food which is in-
ligence and the technology
the investigation in-
the union involved in

(Replies, continued)

Aid to Dependent Children¹ or general relief is given to the students.

If the question is valid, the replies suggest a measure of discrimination against needy students, since all people in need are theoretically eligible for surplus foods.

Is Surplus Food Wasted?

A facet of this exploratory study was to determine if surplus food was wasted by clients. It was assumed that if the clients took the commodities they would be used. Further, United States Department of Agriculture regulations allow a person to choose only the available commodities he wants in order to prevent waste. Sixty-eight of the seventy-five counties reporting stated that clients do not have to take all the foods available, but only what the client can use. Posters are usually displayed at the point of distribution advising to this effect. However, some counties do have arbitrary rules that make it necessary for the client to take more surplus than he can use. These counties are few in number. One county stated that the client must take at least three of the items in order to get any one item. Another county stated that it had recently requested that the client take all the commodities or none. Another replied that "they do not have to take all the commodities every month, but we would not permit them to take only one item each month and refuse all else."

Some counties are thinking of making a rule to the effect that clients must take all the commodities available or none. This is primarily due to the fact that when grocers receive a quantity of surplus foods based on expected participation and the clients choose only one or two items, the remaining surplus must be returned to the warehouse and a bookkeeping

¹Hereinafter called AIC

and inventory problem arises.

If the assumption, "If surplus food is taken it will be used," is valid, the above replies indicate that surplus food is being used as it was intended and rules for distributing it are being observed. However, observation has been made that many clients take surplus they cannot use. One social worker suggested this was done out of hostility--the client was hostile toward society because he was on relief, and he takes his hostility out on society by wasting or destroying the surplus he receives. Whether this is true or not remains to be proven. The replies to this question do not really establish that surplus food is not wasted or used; they merely indicate that most counties are in conformity with USDA and state regulations.

Non-relief Clients and Surplus Food

As indicated earlier, a person does not necessarily have to be on categorical assistance to receive surplus commodities. These non-relief cases, however, must fall within a prescribed economic range for eligibility. The USDA approved a scale equal to the upper figures shown in Table 4 which is the average Michigan public assistance budget. This was supplied to them by the State Department of Social Welfare.

The counties are allowed to set up their non-relief surplus food distribution program within these limitations. Table 5 indicates the counties that use the upper range of figures, the lower range of figures, and lower than the lower range of figures as their maxima in determining eligibility.

Some counties chose the low range because it was more in line with the average income of everybody in such counties and was considered sufficient. As one county official put it, "If we took the high range, everyone in our county would be eligible for surplus food." One county however,

used a figure lower than the minimum because there was doubt whether welfare funds should be spent by the welfare department in assisting persons not eligible for general relief. Counties that use the minimum figure or a figure lower than the minimum usually have lower relief standards than other counties.

Table 4

COUNTY COUNCILS USE TO DETERMINE ELIGIBILITY
FOR SURPLUS FOOD FOR THEIR
SUBSIDIZED APPLICANTS

	Minimum	Maximum
One person	\$100	\$125
Two persons	160	185
Three persons	200	225
Four persons	240	265
Five persons	270	295
\$35.00 for each additional person.		
Liquid assets up to three times the monthly income would not affect eligibility.		

What Surplus Foods are Available

A number of surplus foods were available during 1959. These were:

Butter	White Flour	Dried Eggs
Cornmeal	Dark Flour	Rice
	Milk (non-fat dried)	

All counties had the privilege of distributing all of these foods. Fifty-nine of the 76 counties distributed all of the commodities. Seven counties reported that at some time they did not fully utilize all the food available. Thirteen of these counties reported that at some time during the year they did not distribute dried eggs. The reasons for not distributing this commodity were varied. Several county health departments

¹State of Michigan Commodities Distribution Section, Manual, 6-1-58, p.5

issued warnings for clients to be careful when they used dried eggs. It was felt they were safe to use only under certain conditions. As a result, some counties did not want to handle them, and some clients did not want them. The demand for dried eggs in some counties was so slight that these counties did not think it worth the trouble or expense to handle them. Some counties reported that many of their clients did not have refrigeration to store them properly.

Dark flour was not distributed in two counties and both dark and white flour was not distributed in the retail stores of Detroit because the grocers did not have space on their floors for the huge amounts they would have to carry to meet the demands of those participating in the program. Another county thought it easily became unusable. This county did not distribute cornmeal in the summer for reasons unknown.

The significance of the kinds of food available and how they affect participation will be discussed in the next chapter.

TABLE 5

NUMBER OF COUNTIES USING THE CARDINAL, MINIMUM OR
BETWEEN EXTREME RANGES OF INCOME ELIGIBILITY

Income Range Used	Number of Counties
Maximum	24
Minimum	27
Below Minimum Figures	23

One county does not distribute to non-relief cases. Both Wayne County and Detroit are counted as one unit in this table.

CONTENTS

ANALYSIS AND INTERPRETATION OF STATISTICAL DATA

2. The Use of Surplus Food by Various Categories

Statistical data available from the State Department of Social Welfare were used to determine the extent to which recipients in various categories participated in the surplus food program. The data used were obtained from two sources within the State Department of Social Welfare. The Division of Surplus Food, now a part of the State Department of Social Welfare, which handles the distribution of all surplus food within the state, has participation statistics on a monthly and yearly basis according to the various categories (General relief, Old age assistance,¹ all to blind,² and to disabled³). Table 6 shows participation according to category for 1959 for the entire state. It can be seen from this table that a great many people participate in the surplus commodities program. However, these figures do not represent all the people who are eligible for surplus commodities. As noted on Page 5, all people on general relief and on categorical assistance are eligible to receive surplus commodities within certain limitations that will be explained later.

¹ Information called 04.

² Information called 05.

³ Information called 03.

TABLE 6

**CUMULATIVE CASE-MONTH PARTICIPATION IN THE
SURPLUS FOOD PROGRAM BY CATEGORY
FOR 1959**

Category	Cumulative Total of Participating Cases 1959
1. General Relief	236,864
2. Old Age Assistance	218,476
3. Aid to Dependent Children	206,834
4. Aid to Blind	8,241
5. Aid to Disabled	<u>12,582</u>
Total	682,997

On the basis of statistical information from the State Department of Social Welfare the following table was prepared showing the number of people receiving general relief or categorical assistance in 1959.

TABLE 7

CASES RECEIVING AID DURING 1959

Category	Cumulative Total
General Relief	460,743
Old Age Assistance	737,110
Aid to Dependent Children	316,325
Aid to Blind	20,783
Aid to Disabled	<u>43,796</u>
Total	1,583,957

The foregoing table represents only those who were eligible for surplus food in participating counties and adjusted to the number of months the county as a whole participated in the program.

However, these figures include those in medical care facilities. Since no person residing in a medical care facility may receive surplus commodities, an adjustment was made to arrive at a more accurate figure. Fifteen percent of those receiving old age assistance were in a hospital, a medical care facility, or a nursing home. This 15% figure was true in October 1959 and likely to hold true all year. Twenty-three percent of

those receiving aid to the disabled are in medical care facilities, and 10% of those receiving aid to the blind are in medical care facilities. In addition to these adjustments, it was found that in 11.1% of the cases receiving old age assistance, there is a spouse receiving old age assistance and sharing the living arrangements. Since only one surplus commodity card is issued to a family, the old age assistance figures had to be further adjusted to a total of 26.1%. No adjustment was made in the ADC category since an eligibility requirement for receiving ADC is that the recipient must live at home.

The following table shows the adjusted figures of those receiving general relief or categorical assistance and theoretically eligible for surplus commodities.

TABLE 8
ADJUSTED FIGURES OF THOSE RECEIVING
GENERAL RELIEF & CATEGORICAL
ASSISTANCE DURING 1959

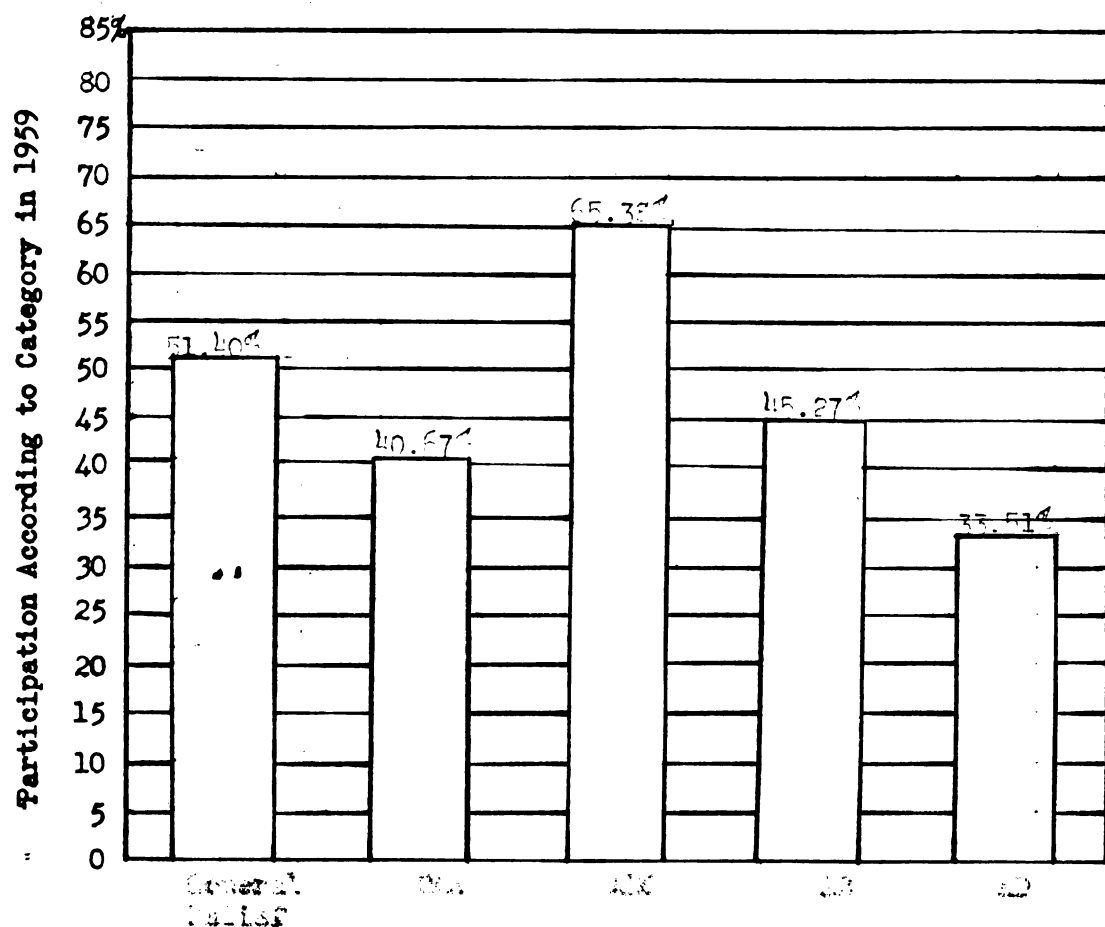
Category	Cumulative Adjusted Total
General Relief	460,743
Old Age Assistance	544,702
Aid to Dependent Children	316,325
Aid to Blind	18,677
Aid to Disabled	<u>31,722</u>
Total	1,378,171

An attempt was made to adjust these figures further to take into consideration those receiving two kinds of assistance, like ADC and general relief to eliminate overlapping of categories. It is entirely possible for many categories of assistance to be represented in a family unit. To illustrate, an elderly mother may receive OAA, her son may be receiving AD, her husband AB, and a daughter with one child, ADC. In situations of this nature, the head of the household determines the

category for the reporting of commodities. Since the husband, who is the head of the household, in this case is receiving AB, all members of the family would be receiving surplus on the father's surplus card. Likewise, an ADC family being supplemented by direct relief is reported as on ADC case for commodity purposes for the entire family group. The Bureau of Social Aid cases are thought to balance themselves out so the percent of error in figuring differences in participation between the BSA categories is minimal.¹

No one person can receive two kinds of federally subsidized grants. To illustrate, a person receiving GAA cannot receive AB; a mother included in the ADC grant of her children cannot also receive AB, etc. However, any federally subsidized case can be supplemented by county general relief. It is a known fact that many if not most ADC cases are supplemented by general relief. Where supplementation occurs, federally subsidized cases are credited for surplus food. If supplementation were a factor that affected participation percentage, it would affect only the general relief category. Participation in the category would be higher than that shown on the chart. The following chart shows the amount of participation by the various categories.

¹Interview with H. J. Riggerink, Director of Michigan Surplus Commodity Program, 5-3-60



Figure—Chart showing percent of participation in the various relief programs of various categories in 1959.

Another factor that may tend to affect the validity of this finding is that the State Department of Social Welfare administers the direct relief program supplementation in Wayne County and Detroit. However, even if Wayne County is not included in the study, participation percentages are not materially affected except in the old age assistance category. The following table shows participation according to category with Wayne County left out.

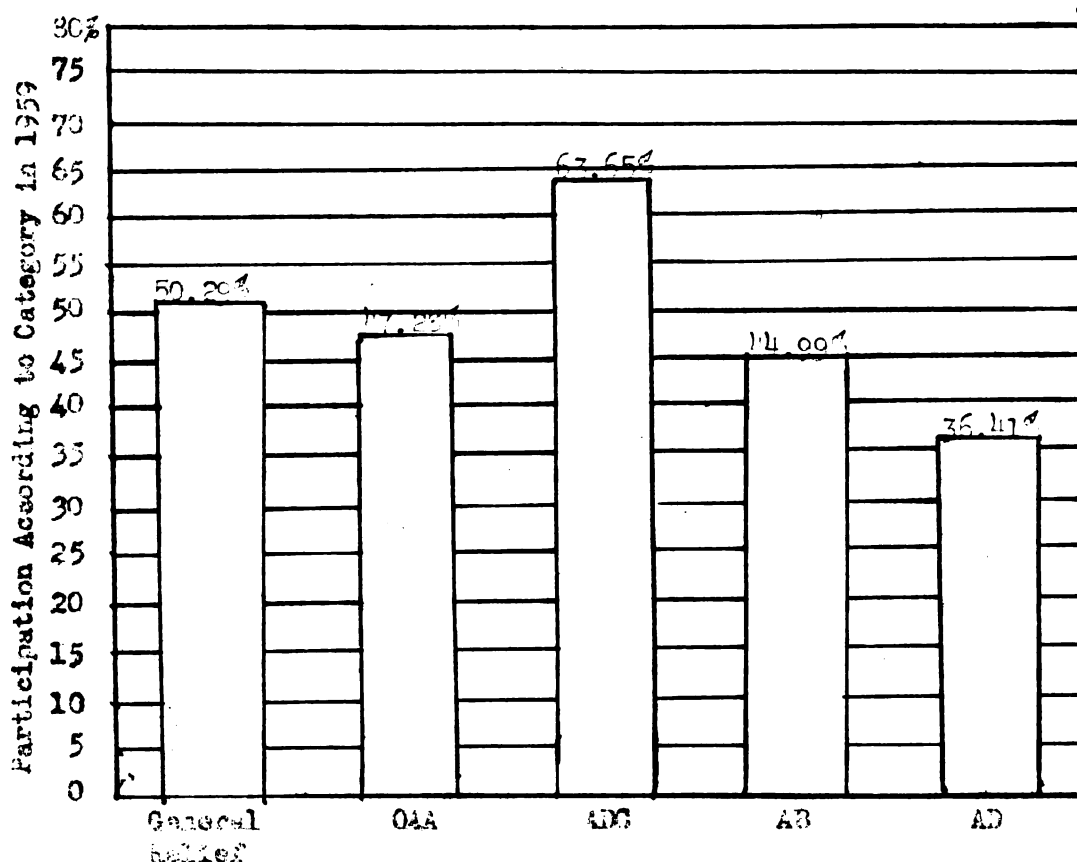


Fig. 2--Percent of participation for 1959 excluding Wayne County and Detroit.

It can be seen that the differences between Chart 1 and Chart 2 are minimal except in the OAA category. It is apparent that those on ADC are more likely to participate in the surplus food program than persons in any of the other categories. If this is true a number of reasons for high ADC participation may be proposed. One of these is in the area of need versus grant. To illustrate, a mother and one child on ADC receive a maximum of \$110.00 a month without supplementation. A person on OAA, AB or AD can receive a maximum of \$80.00 a month before supplementation. It can be seen, then, that on a "dollar-person basis", the ADC family has at maximum ADC grant a monthly income of \$55.00 per person, while the person on AB, AD, or OAA, at maximum may have up to \$80.00 a month. The person on ADC may therefore feel the need to participate in the surplus

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	524	525	526	527	528	529	530	531	532	533	534	535	536	537	538	539	540	541	542	543	544	545	546	547	548	549	550	551	552	553	554	555	556	557	558	559	560	561	562	563	564	565	566	567	568	569	570	571	572	573	574	575	576	577	578	579	580	581	582	583	584	585	586	587	588	589	590	591	592	593	594	595	596	597	598	599	600	601	602	603	604	605	606	607	608	609	610	611	612	613	614	615	616	617	618	619	620	621	622	623	624	625	626	627	628	629	630	631	632	633	634	635	636	637	638	639	640	641	642	643	644	645	646	647	648	649	650	651	652	653	654	655	656	657	658	659	660	661	662	663	664	665	666	667	668	669	670	671	672	673	674	675	676	677	678	679	680	681	682	683	684	685	686	687	688	689	690	691	692	693	694	695	696	697	698	699	700	701	702	703	704	705	706	707	708	709	710	711	712	713	714	715	716	717	718	719	720	721	722	723	724	725	726	727	728	729	730	731	732	733	734	735	736	737	738	739	740	741	742	743	744	745	746	747	748	749	750	751	752	753	754	755	756	757	758	759	760	761	762	763	764	765	766	767	768	769	770	771	772	773	774	775	776	777	778	779	780	781	782	783	784	785	786	787	788	789	790	791	792	793	794	795	796	797	798	799	800	801	802	803	804	805	806	807	808	809	810	811	812	813	814	815	816	817	818	819	820	821	822	823	824	825	826	827	828	829	830	831	832	833	834	835	836	837	838	839	840	841	842	843	844	845	846	847	848	849	850	851	852	853	854	855	856	857	858	859	860	861	862	863	864	865	866	867	868	869	870	871	872	873	874	875	876	877	878	879	880	881	882	883	884	885	886	887	888	889	890	891	892	893	894	895	896	897	898	899	900	901	902	903	904	905	906	907	908	909	910	911	912	913	914	915	916	917	918	919	920	921	922	923	924	925	926	927	928	929	930	931	932	933	934	935	936	937	938	939	940	941	942	943	944	945	946	947	948	949	950	951	952	953	954	955	956	957	958	959	960	961	962	963	964	965	966	967	968	969	970	971	972	973	974	975	976	977	978	979	980	981	982	983	984	985	986	987	988	989	990	991	992	993	994	995	996	997	998	999	1000	1001	1002	1003	1004	1005	1006	1007	1008	1009	1010	1011	1012	1013	1014	1015	1016	1017	1018	1019	1020	1021	1022	1023	1024	1025	1026	1027	1028	1029	1030	1031	1032	1033	1034	1035	1036	1037	1038	1039	1040	1041	1042	1043	1044	1045	1046	1047	1048	1049	1050	1051	1052	1053	1054	1055	1056	1057	1058	1059	1060	1061	1062	1063	1064	1065	1066	1067	1068	1069	1070	1071	1072	1073	1074	1075	1076	1077	1078	1079	1080	1081	1082	1083	1084	1085	1086	1087	1088	1089	1090	1091	1092	1093	1094	1095	1096	1097	1098	1099	1100	1101	1102	1103	1104	1105	1106	1107	1108	1109	1110	1111	1112	1113	1114	1115	1116	1117	1118	1119	1120	1121	1122	1123	1124	1125	1126	1127	1128	1129	1130	1131	1132	1133	1134	1135	1136	1137	1138	1139	1140	1141	1142	1143	1144	1145	1146	1147	1148	1149	1150	1151	1152	1153	1154	1155	1156	1157	1158	1159	1160	1161	1162	1163	1164	1165	1166	1167	1168	1169	1170	1171	1172	1173	1174	1175	1176	1177	1178	1179	1180	1181	1182	1183	1184	1185	1186	1187	1188	1189	1190	1191	1192	1193	1194	1195	1196	1197	1198	1199	1200	1201	1202	1203	1204	1205	1206	1207	1208	1209	1210	1211	1212	1213	1214	1215	1216	1217	1218	1219	1220	1221	1222	1223	1224	1225	1226	1227	1228	1229	1230	1231	1232	1233	1234	1235	1236	1237	1238	1239	1240	1241	1242	1243	1244	1245	1246	1247	1248	1249	1250	1251	1252	1253	1254	1255	1256	1257	1258	1259	1260	1261	1262	1263	1264	1265	1266	1267	1268	1269	1270	1271	1272	1273	1274	1275	1276	1277	1278	1279	1280	1281	1282	1283	1284	1285	1286	1287	1288	1289	1290	1291	1292	1293	1294	1295	1296	1297	1298	1299	1300	1301	1302	1303	1304	1305	1306	1307	1308	1309	1310	1311	1312	1313	1314	1315	1316	1317	1318	1319	1320	1321	1322	1323	1324	1325	1326	1327	1328	1329	1330	1331	1332	1333	1334	1335	1336	1337	1338	1339	1340	1341	1342	1343	1344	1345	1346	1347	1348	1349	1350	1351	1352	1353	1354	1355	1356	1357	1358	1359	1360	1361	1362	1363	1364	1365	1366	1367	1368	1369	1370	1371	1372	1373	1374	1375	1376	1377	1378	1379	1380	1381	1382	1383	1384	1385	1386	1387	1388	1389	1390	1391	1392	1393	1394	1395	1396	1397	1398	1399	1400	1401	1402	1403	1404	1405	1406	1407	1408	1409	1410	1411	1412	1413	1414	1415	1416	1417	1418	1419	1420	1421	1422	1423	1424	1425	1426	1427	1428	1429	1430	1431	1432	1433	1434	1435	1436	1437	1438	1439	1440	1441	1442	1443	1444	1445	1446	1447	1448	1449	1450	1451	1452	1453	1454	1455	1456	1457	1458	1459	1460	1461	1462	1463	1464	1465	1466	1467	1468	1469	1470	1471	1472	1473	1474	1475	1476	1477	1478	1479	1480	1481	1482	1483	1484	1485	1486	1487	1488	1489	1490	1491	1492	1493	1494	1495	14
---	---	---	---	---	---	---	---	---	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	------	----

food program to a greater extent.

It can also be argued that since many of the people on GAI are elderly, they have relatively less need for the starchy foods distributed in the surplus commodity program. In addition to this, the elderly, the disabled, and the blind would find it more difficult to come to the distribution point especially in inclement weather. Many elderly people on GAI live alone and find it cheaper, and certainly more convenient to buy a loaf of bread than take a single loaf with surplus flour, especially since one loaf would probably last 3 or 4 days. The inducement to participate in the program would be less for an elderly person than for a mother on ADC who had 3 or 4 growing children who could devour several loaves of bread, made with surplus flour, in a day.

It is obvious that, even allowing for an overlapping of statistics, full utilization of surplus commodities is not realized. Several procedures can be inaugurated to insure greater participation. Inquiry by the caseworker into the use of surplus food by the client should be standard procedure by every social worker in public assistance. Clients who are not using these commodities should be encouraged to do so. This will allow them to use their welfare grant to a greater extent in other areas of need.

As noted on Page 17, many counties find ways to establish cooperation between the distribution point workers and the client caseworkers but 30 counties have no program of the nature. It seems that if surplus commodities are to have optimum use, some method of cooperation is needed between the caseworker and those in a position to know what clients are not regularly participating in the program.

2. The Kinds of Commodities Available and Participation

This part of the study deals with the kinds of surplus foods available

and how these commodities affect participation. In 1959, cornmeal, white flour, dark flour, non-fat dried milk and rice were distributed to people certified as being in need. Butter was distributed through July but if any county had stocks left over after that month, it was allowed to distribute what it had until the supply was exhausted. Dried eggs were made available in June and continued to be available for the remainder of the year. The following table shows the monthly participation, eligibility and percent of participation for all Bureau of Social Aid and general relief categories in 1959. These are adjusted figures as explained on Page 26. Wayne County is included in the figures.

TABLE 9
MONTHLY PARTICIPATION IN THE
SURPLUS COMMODITY PROGRAM

Month	Total Eligible	Participated	Percent of Total Who Participated
January	124,387	66,144	53.17
February	125,073	67,148	53.68
March	124,953	69,543	55.65
April	122,121	68,235	55.84
May	117,166	65,141	55.59
June	113,210	61,005	53.88
July	110,103	56,778	51.56
August	108,211	52,778	48.77
September	108,344	48,511	44.77
October	107,504	45,325	42.16
November	108,586	42,262	38.92
December	108,463	40,127	37.00
Total	1,378,171	681,997	49.48 Average

A decline in participation is noticeable from May to December. This decline is best seen on a graph.

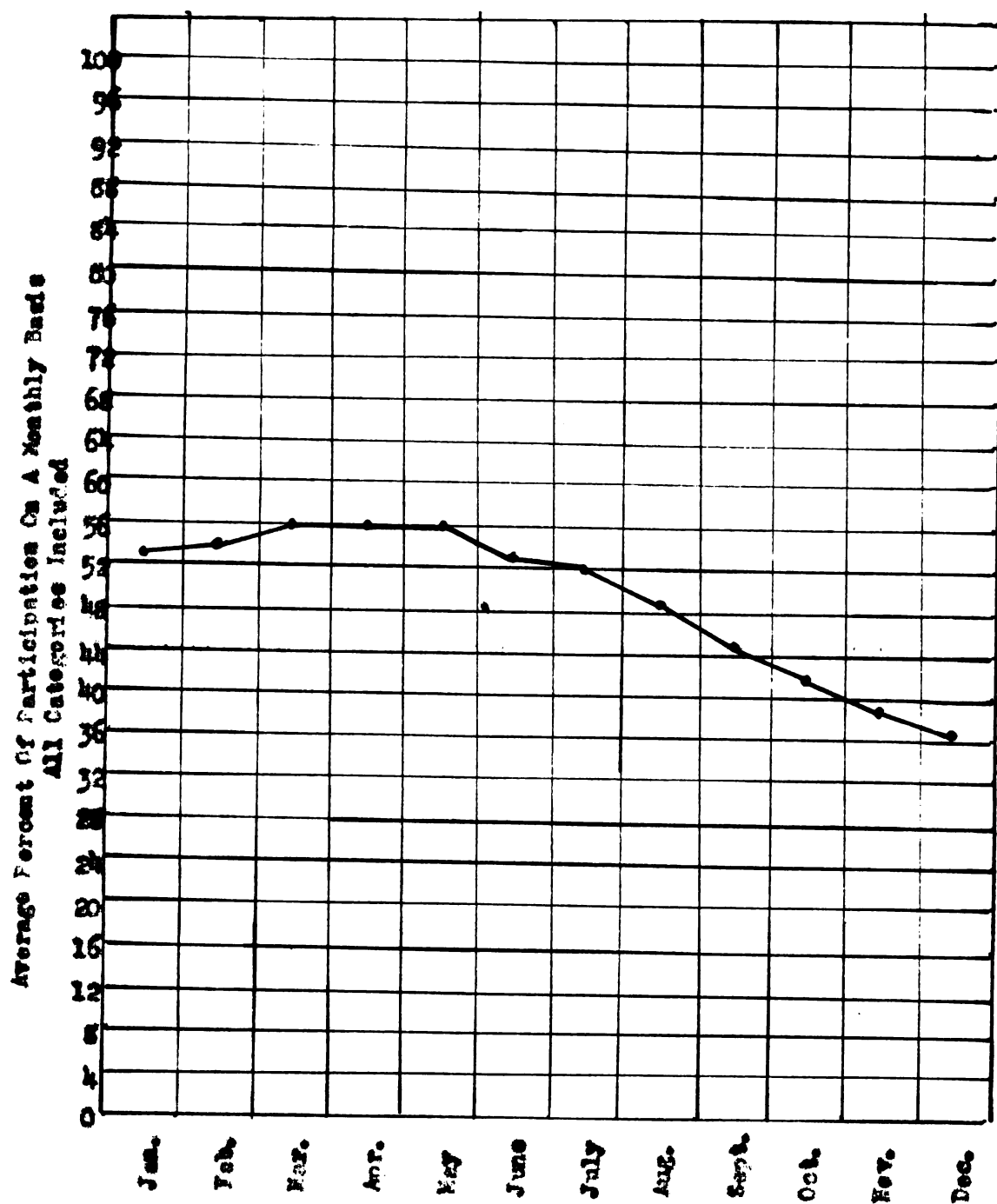


Fig. 3.-Graph showing general decline in participation in the surplus feed program for 1959

It is only to be expected that participation would fluctuate from month to month in this program, since many clients would have some surplus left over from the previous month, or were unable to participate for one reason or another.

Fluctuation is seen in the first 7 months of 1959, but a steady decline in participation is noticed during the remaining months. The decline in participation is not due to a lack of participation by non-relief recipients due to an improved economic situation since non-relief clients are not included in the tabulation.

The difference in participation was most striking when butter was or was not distributed. The average rate of participation for all categories included in this study through July when butter was available was 54.83%. The low month was July with an average of 51.55% or a variation from the mean of 3.28%.

In the last five months of the year when butter was not distributed, the mean participation was 42.22%. The high was August (48.77%) and the low month was December (37.03%). The last five months saw a steady decline whereas participation fluctuated less than 3% from the mean during the first 7 months. The following table shows participation in the samples

commodity program for 1959 when general relief is left out, to eliminate overlapping of categories.

TABLE 10

CASH-MONTH PARTICIPATION IN THE SURPLUS
COMMODITY PROGRAM FOR 1959. GENERAL
RELIEF CASES INCLUDED

Month	Eligible	Participated	Percent who Participated
January	76,802	41,012	53.33
February	77,016	40,944	53.16
March	77,191	42,267	54.75
April	77,355	42,271	54.64
May	77,413	41,630	53.77
June	77,131	40,354	52.31
July	75,729	38,414	50.66
August	76,130	36,158	47.48
September	75,449	35,722	46.44
October	75,420	31,895	42.29
November	75,246	29,351	39.27
December	75,051	27,895	37.16
Total	917,423	446,113	48.62%

The difference in participation is also apparent when general relief is not included in computing monthly participation. Chart 11 is a composite of Charts 9 and 10 in which we see a slight variation in participation when general relief cases are included in the computations and when this category is left out.

We see in Chart 11 for 1959 the same fluctuation in the first 7 months and a steady drop in participation the last 5 months when butter was not distributed. There is less than 1% variation in the rate of decline between Column 1 and Column 2.

The fact that the kinds of food available in any one month will

effect participation does not reflect negatively on the administration of the surplus commodity program. The states can only distribute that which the United States Department of Agriculture makes available. It appears that many people participate only when better or more other favored commodity is distributed. The extension's job of encouraging her clients to participate in the program is more difficult on the north when better is not available. The other commodities, however, are valuable and can be used to help stretch the dollar and dollar if the client knows how to use them. The county welfare department can assist the client to use surplus food to a greater extent by providing recipes and coordinating all phases of the program.

TABLE 11

A COMPARISON OF TABLES 9 & 10 SHOWING THE
DIFFERENCES IN PARTICIPATION

Month	% of Participation All Categories		% of Participation Direct Relief Only Not	
	Col. 1	Total	Col. 2	Total
January	57.17	54.29	55.23	55.14
February	53.68		53.16	
March	55.65		54.75	
April	55.84		54.58	
May	55.55		55.77	
June	53.61		54.81	
July	51.56	48.20	50.01	48.23
August	47.77		47.00	
September	46.77		46.64	
October	48.16		48.23	
November	50.92		51.27	
December	77.00		57.16	

3. General Differences in County Participation

The counties vary in client participation in this program from a high

of 29.03% to a low of 5.03%. County participation percentage figures were arrived at the same way as categorical participation figures were gathered. That is, the number of people on welfare in a given county eligible to receive surplus food by virtue of being on assistance, and not in a medical care facility, were compared to the number of people on welfare in that county who participated in the program.

The following chart shows the counties at different levels of participation in the surplus food program.

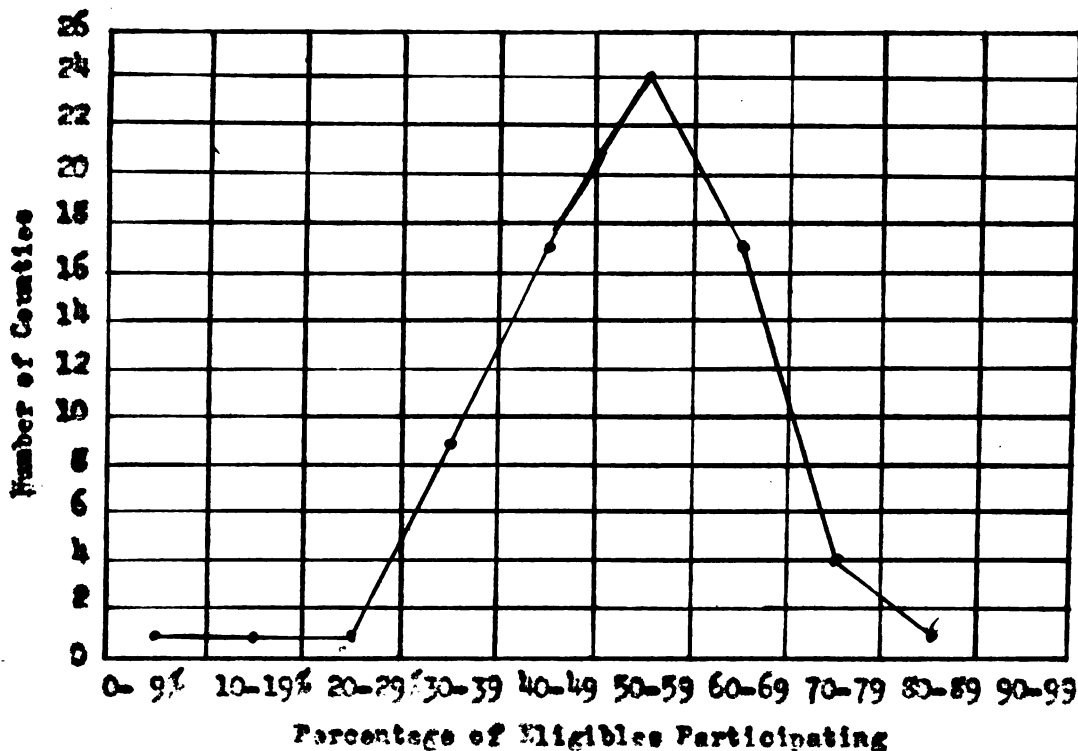
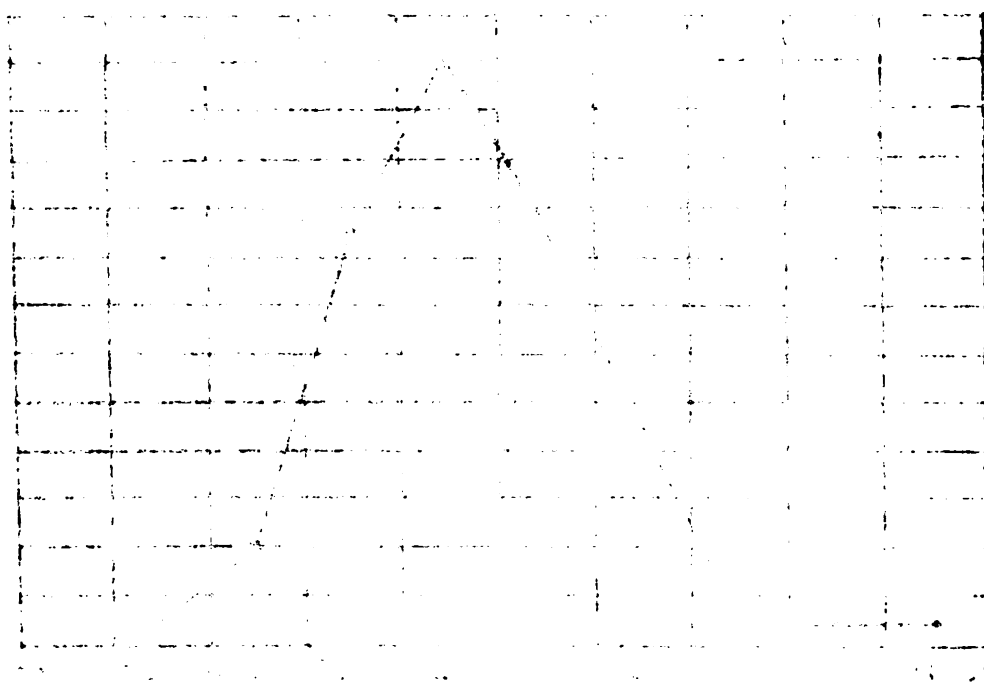


Fig. 4. Chart showing the counties at different levels of participation in the surplus food program

It is obvious that some counties have a high percent of participation while others have a very low percent of participation, as far as welfare cases are concerned. There are many conceivable reasons for this, not related to the County Department of Social Welfare. Some of these are: Urban counties vs. rural counties, and counties with a scattered population



as compared to counties with a concentrated population. All of these factors may have a bearing on participation, in the surplus food program. Unfortunately for the study, information to check out the significance of the above factors is not available to the author. Census statistics are only available for 1950; tremendous changes may have taken place in many counties in the past ten years.

There are some variables the counties can control that are likely to affect participation within their counties. Some of these factors were discussed in Chapter II where an over-all picture of the program was presented. One of these variables that the county can control is the establishment of surplus food distribution points to make it convenient for the clients to participate. The findings in this study were not conclusive to show that the number of distribution points in a county either did or did not affect participation. It only seems reasonable that if there were a distribution point for surplus food in every population center, participation would be greater. It was noted in several counties that the distribution point was either several miles outside the city or on the edge of town, making it difficult for many people who did not have cars to get their surplus. Other counties have only one or two distribution points for seven or eight main population centers. Others have the distribution point at a county seat; but this place does not always have the largest population in the county. A re-evaluation of county policy as it affects the location of surplus food distribution points may be indicated.

Another variable that may affect participation is the amount of emphasis given the program within the county. While it is true surplus food cannot be given in lieu of other assistance, clients can be urged quite strongly to participate. This would not guarantee that the client would use the food if he participated. It may only give that county a

good participation ratio. On the other hand, it is only reasonable to suppose that a part of the surplus food would be used if enough encouragement were given the client.

Another variable the county can control is the use of various aids to promote the use of surplus food. While supplying literature on low cost menus, giving demonstrations, etc., may not be significant by itself, the use of these aids, combined with good casework procedures and an overall county desire to push the program, and county re-evaluation of present procedures, may help the county have a greater participation ratio in the surplus food program by welfare recipients.

An attempt was made to determine if clients living in counties with high, generous general relief programs participated in the surplus food distribution program as readily as clients living in the poorer counties. It was felt that in counties where relief standards were low, participation would be higher because these people would feel a greater need to participate in all forms of assistance to meet the necessities of life. On the other hand, it was expected that the welfare clients living in generous counties, because of their relatively high relief grant, would not find it as urgent to participate in the surplus food program. Several problems were encountered in attempting to test this hypothesis. An adequate scale to separate the generous counties from the restrictive counties was not available. Valid statistical data to determine the number of people receiving general relief only, without supplementation is not known either. Another study made in this area may determine the validity of this hypothesis.

4. Why Some Counties do not Participate in the Surplus Food Distribution Program

There has been a steady increase in the number of persons and counties participating in the surplus food distribution program since it was inaugurated.

On June 30, 1957, 270,145 people were certified as eligible to receive commodities. On June 30, 1958, 571,381 people were certified as eligible. At the present time, 75 counties participate in the program, while eight counties do not participate. These eight counties have a very small percent of the total population within the state and would be classified as rural areas.

Two of these counties had at one time been in the surplus food distribution program. When asked, "why did your county stop distributing surplus food?", their answers were:

1. "No butter or meats of any kind. Most of our recipients are aged persons and do not care for so much starchy food."
2. "The small amount available and failure of eligible persons to obtain the commodities."

The other six counties do not distribute surplus foods for various reasons. These reasons can be divided into three main categories:

- (1) They heard unfavorable reports of the program from other counties.
- (2) These counties felt the cost of operating the program would not be warranted and (3) they reported that certain pressure groups within the county were against it. The pressure groups were not identified.

Only one of the eight non-participating counties plans on participating in the surplus food program. This county hopes to do this during the present year. Two other counties commented that when butter and meat became available they would participate also. These comments are significant, since client participation is known to be proportionate to the kinds of foods available.

Only two of the counties reported a "movement" within the county to participate. One county reported the board of supervisors wants the county to participate, and this is the county that will probably enter

the program this year. The other county reported that "the union" was pressuring for the county to participate.

County social welfare directors in these counties were questioned as to whether they personally are in favor of participating. Two replied they are in favor of participating, three would have nothing to do with the program, and two were undecided. All these counties have received literature from the State inviting them to participate in the program since 1950.

It seems then, on the basis of this questionnaire, that most non-participating counties plan to stay that way. This aversion to the program rests primarily on the limited number of choice items available for distribution and the cost of the program. Whether the cost factor is realistic is questionable on the basis of the State's matching formula and experience in other counties.

DISCUSSION

This paper sought to determine the extent of integration of the surplus food distribution program into the total welfare program of the counties that participate in the program. It was found that there was a significant difference in the utilization of surplus foods by the various welfare categories. This was interpreted as due in part to a difference in base welfare grants to these categories, the relative lesser need of those on old age assistance to use surplus commodities, and perhaps in the inability of the handicapped to maneuver to the surplus food distribution point as well as others receiving assistance.

The kinds of surplus food available in any one month also affected participation. The county and state welfare departments are unable to control this since they can distribute only those foods that are made available. Unless the inducement to participate in the program is great enough, the client is not as likely to participate. The desire to participate was found to lie in the area of need, the foods available, the encouragement to participate by the participant's caseworker, and the aid and/or rewards given the clients to help them utilize the commodities.

The exact reasons why some counties have a good percentage ratio while some have a poor percentage ratio has not been accurately determined. This is due in part to a lack of valid information that could be used for this purpose. There is some speculation, however, why some counties have a high percentage ratio as compared to counties with a low ratio. This revolves around the area of accessibility to the surplus food distribution point, the total number of people eligible for surplus food in the county, the emphasis given this program by the county, and the number of distribution points as compared to the number of population centers. The recent 1960 census can be used in another study to accurately determine

the number and population of all urban centers and rural areas. This information can then be used to determine if there is a correlation between the number of distribution points compared to the population centers and county participation. There is another area of research that may indicate why some counties have a higher percent of participation than others. Some counties are known for their "generosity" to those on general relief. Other counties, because they do not have the resources for generous welfare grants, are more restrictive with their welfare dollar. It would be significant to determine if the more restrictive counties had a higher rate of participation than the less restrictive counties.

Some counties are not participating in this program. It is the consensus in these counties that the program is not worth the cost or the bother for the value of the commodities available. However, this feeling may be due to the relatively low number of people receiving public assistance in these counties and in the possibility that since these counties have such a small urban population, an effective program could not be realized.

The amount of deviation from federal and state standards appears to be slight when the program is looked at in its entirety. It is true that some counties arbitrarily interpret the rules to suit their own ideas. It may be, however, that discrimination, arbitrary decisions, and general circumvention of state or federal regulations may be of a covert nature that cannot be ascertained unless a more detailed study is made in this area.

CONCLUSIONS

The distribution of surplus food to welfare recipients and low in-

come groups of the people of Michigan is meeting a real economic need in their lives. Approximately 5% of those on relief participate in the program during the course of the year. A re-evaluation of the program is needed on a county level to determine ways to insure a higher rate of participation if this is at all possible. A research study on a county level may point to areas where the program can be modified or changed to produce greater efficiency and participation. Some areas that should receive attention are those that relate to the caseworker's counseling the participant in the use of surplus commodities and the establishment of more distribution points or different kinds of distribution points in favorable locations. Arbitrary county policies should also be examined to determine how these decisions affect participation.

It is quite evident that the administration of this program on a state level is efficient and commendable. There has been some feeling that the United States Department of Agriculture should change the entire surplus food program as it relates to welfare recipients. The purpose of this paper is not to examine the alternate programs proposed by some county welfare directors and other officials. However, a different type of program might be more effective. The program proposed most frequently would allow eligible people to "buy" with surplus food stamps at a grocery of his choosing any brand of food declared to be surplus. These stamps would then be redeemed at a bank for the market value of the commodities sold. Some permissive federal legislation has been passed toward this end and an experimental program is contemplated.¹

¹Public Law 481, 80th Congress of Cont. Cl., 1948, gives the U.S. authority to change the nature of the surplus food program if it wants to

A research pilot project to compare the effectiveness and cost of this proposed method of distribution with that already in existence is indicated.

APPENDIX

Questionnaire

1. How many distribution points for surplus food does your county have _____
2. Since 1947, has your county ever had more distribution points than listed in question one?
 yes no If "yes", why was this number decreased?

3. What cities or villages are the present distribution points located?

4. What type(s) of surplus food distributed at these points _____

- Further Comments _____
5. Does anybody else in the area get surplus food or surplus other than the above?
 yes no Further Comments _____
6. Are these distribution points located in areas where the clients are likely to live, i.e., Alaska districts low rent housing, almshouse, group sections, etc.
 yes no Further Comments _____
7. Are people who are eligible to participate in the surplus food distribution program in your county more likely to participate if they live closer to the distribution point?
 yes no no difference don't know
 hard to think "yes" hard to think "no"
 Further Comments _____
8. Does your county plan on increasing the number of distribution points or change their location. yes no If "yes",
 give details _____

QUESTIONS

9. Has your county distributed to those participating in the surplus food program printed material on how best to use surplus food, like recipes, low cost meals, etc.?
 yes no What kind of material _____
10. What other methods does your county have to promote the use of surplus food among those eligible to receive it? i.e., extension groups, demonstrations, etc. _____
11. If any of the salaried personnel at the distribution point notice that some clients are not participating in the program "as they should", do they notify the client's supervisor so she can help the client use surplus food more effectively?
 yes no Further Comments _____
12. Are the names of surplus food recipients kept as confidential as those receiving categorical assistance?
 yes no Further Comments _____
13. Does your county use people on relief to help in the distribution program as "work relief"?
 yes no Further Comments _____
14. Does your county use salaried workers only at the distribution points?
 yes no Further Comments _____
15. Does your county use a combination of both "work relief" and salaried workers to distribute commodities?
 yes no Further Comments _____
16. The last completed fiscal year for our county was from _____ to _____.
17. What was your county's administrative, storage, and distribution costs of the surplus food program during this time? (Do not include work relief)
 \$ _____ Amount \$ _____ Wages of those working voluntarily _____
18. What was the administrative cost of the rest of the counties welfare program?
 \$ _____ Amount Further Comments _____
19. What did the rest of the welfare program cost in your county?
 \$ _____ Amount Further Comments _____
20. What was the value of the commodities distributed?
 \$ _____ Amount

INSTRUCTIONS

Part II

The people in the following categories are eligible to receive surplus food according to the state manual on surplus food distribution. According to the record I have, your county does not distribute surplus food to the following as checked by an (X)

1. Direct relief for Michigan residents
2. Old age assistance
3. Aid to dependent children
4. Aid to the blind
5. Aid to disabled
6. Unemployment Compensation
7. Unemployed
8. Part time employment
9. Social security or other retirement benefits
10. Accident or sickness or Workmen's Compensation
11. Servicemen's or other retirement benefits
12. Direct relief, non-eligible
13. Low income

To assist further in this study, please answer the following. Use other side of paper if necessary.

21. Why is surplus food not given to these categories. Please answer as fully as possible.

22. Are any of the categories listed above refused consideration
 yes no Further Comments _____

23. For what reasons are they refused? _____

24. If a person were on "strike" would he be qualified for surplus food?
 yes no Further Comments _____

25. Are any persons attending college in your county in receipt of surplus food? yes no does not apply

26. Must the person participating in the surplus food program take all the food available on any one month in order to receive just what he wants? i.e., if a person just wanted "canned" must he take all the other commodities as well?
 yes no Further Comments _____

27. The following is a reprint of a proposed income scale for use in determining eligibility of Michigan non-related recipients for surplus commodities. Please check the appropriate square for each division that your county has. Use other side of paper if necessary.

A-17-111

	<u>Balance</u>	<u>Other</u>	<u>Reason for using "Other"</u>
One person	100	105	_____
Two persons	160	165	_____
Three persons	220	225	_____
Four persons	280	285	_____
Five persons	340	345	_____
105 for each additional person. _____ your county's amount			
per additional person. Reason _____			

23. The following list of surplus foods was available to the various counties in Michigan last year. Some counties did not distribute all of these foods. Please check the ones your county did not distribute, unless it was not available at that time, and tell briefly your reasons for not distributing the same. Feel free to use the other side of paper if necessary.

<u>Commodity</u>	<u>Available</u>	<u>Not distributed</u>	<u>Why</u>
Beans	_____	_____	_____
Butter	_____	_____	_____
Cheese	_____	_____	_____
Corncob	_____	_____	_____
Eggs (powdered)	_____	_____	_____
Flour (white)	_____	_____	_____
Flour (dark)	_____	_____	_____
Milk (powdered)	_____	_____	_____
Wheat	_____	_____	_____

County Name _____
(optional)

BIBLIOGRAPHY

State of Michigan, Commodities Distribution Section, Manual of Instructions Pertaining to Administration of Welfare Feeding Program By Michigan Distributing Agency, Revised 6-1-58.

State of Michigan, Commodities Distribution Section, Annual Report, July 1, 1957 through June 30, 1958.

Personal interview with E.J. Sigterink, Director of Michigan's surplus commodity program, 5-3-60.