

**SENATE FINANCE COMMITTEE
MARK UP ON H.R. 4, THE PERSONAL RESPONSIBILITY ACT OF 1995
FRIDAY, MAY 26, 1995**

NUMBER	SPONSOR	SUBJECT
1	Packwood	1. Modification to Chairman's Mark * not in packet, to be supplied
2	Moynihan	1. Text of S. 828 * not in packet.
3	Baucus	1. Hardship Amendment, substituting 15% for 10%
4	Bradley	1. Unfunded local mandates 2. Basic Standards 3. Child Support -\$50 pass-through 4. Denial of services to meet participation requirements.
5	Breaux	1. State Maintenance of Effort
6	Conrad	1. Substitute Wage Act 2. Partial substitute titles I & II of bill 3. Childhood SSI 4. Work amendment 5. Teenage Mothers
7	D'Amato	1. Anti-fraud
8	Graham	1. Grant distribution formula 2. Prohibition of assistance for certain aliens 3. Removal of requirement that states continue to operate current AFDC program. 4. SSI 5. Waiver termination clarification 6. Child care availability 7. State demonstration programs 8. Child care age limit
9	Grassley	1. JOBS program

10	Moseley-Braun	<ol style="list-style-type: none"> 1. Economic Opportunity & Family Responsibility Act of 1995 2. Using banking system to create jobs in high unemployment/high poverty communities 3. Safety net - amendment 1 4. Safety net - amendment 2 5. Child Care- capped entitlement
11	Nickles	<ol style="list-style-type: none"> 1. Illegitimacy
12	Rockefeller	<ol style="list-style-type: none"> 1. Hardship waiver 2. Flexibility on time-limits during economic downturns/high unemployment
13	Roth /Nickles	<ol style="list-style-type: none"> 1. EITC

**BAUCUS HARDSHIP AMENDMENT
SUBSTITUTING 15% FOR 10%**

Amendment:

The Family Self-Sufficiency Act of 1995 allows a state to continue up to 10% of its caseload for hardship cases beyond the five year time limit. The Baucus Hardship Amendment would raise the number of hardship cases a state may have after five years to 15%. The "ten percent" language in Sec. 405(a)(2)(B) of Chairman Packwood's bill -- page 28 -- would therefore be changed to "fifteen percent."

Rationale:

The 10% figure is much too low, is unrealistic and totally unworkable. Fifteen percent is a much more attainable rate for states.

**Unfunded Local Mandate Amendment
Sen. Bradley**

No state receiving an allotment under the block grant shall, by mandate or policy, shift the costs of providing income support and services previously provided under Aid to Families with Dependent Children to counties, localities, school boards, or other units local governments. ^{of}

Rationale:

As caseloads increase beyond the availability of funds under this block grant, states will be tempted to shift recipients toward programs fully funded by counties or local governments. In addition, children cut off or arbitrarily denied assistance may require additional services provided through schools or other local agencies. This shift of costs will lead to increases in local property taxes, wiping out the savings to taxpayers from this block grant.

States would continue to have great flexibility under this amendment because the prohibition on unfunded mandates applies only to assistance and services currently provided through AFDC, not any additional services or employment and training programs developed in the future.

**Basic Standards Amendment
Sen. Bradley**

Amend the state plan requirements as follows:

The State Plan must include:

- (1) Basic terms and conditions under which families are deemed needy and eligible for cash assistance. These terms and conditions shall include a need standard based on family income and size, a basic standard for benefits or schedule of benefits for families, and explicit rules on treatment of earned and unearned income, resources and assets.
- (2) Identification of any categories of families, or individuals within those families, deemed by the state to be categorically ineligible for cash assistance, regardless of family income or other factors in paragraph 1.
- (3) Assurances that all families deemed eligible under paragraph 1 will be provided assistance under the benefit schedule developed under paragraph 1, unless:
 - (A) The family or an individual member of the family is categorically ineligible under paragraph 2 or,
 - (B) The family is subject to sanctions or reductions in benefits under terms of another provision of the state plan or state or federal law, or under the terms of an individualized agreement between the recipient and state or its representative. Such an agreement may contain additional terms and conditions applicable only to the individual recipient.
- (4) Procedures under which the state will ensure that funds will remain available to provide assistance to all eligible families even if the state exhausts funds provided under the Temporary Assistance Block Grant, and assurances that no family otherwise eligible will be placed on a waiting list for assistance or instructed to reapply in the future when additional federal funds are available.

Rationale

This amendment ensures that the basic components of an assistance program will be present in all states and that all families made eligible by the state will be served. The Chairman's mark requires only that states have a program to assist needy families, but it does not require states to define needy families or assist all families defined as needy.

This amendment does not alter the time limits or work requirements in this bill. It also does not restrict the right of states to implement additional time limits or disqualify any group of recipients, including unwed teens and additional children. It also does not limit the freedom of states to sanction or cut off recipients based on their behavior under the terms of an individual agreement such as those used in Iowa and Utah.

Child Support Amendment -- \$50 pass-through option
Sen. Bradley

Give states the option to pass through up to \$50 of child support collected for families on assistance, without requiring state to absorb entire cost, as follows:

In Section 402, on page 4 of Title IV, replace paragraphs (A) and (B) under (a):

(A) retain the amount collected, or at state option, distribute to the family all or any part of the amount collected each month and disregard for purposes of eligibility for and amount of cash benefits under Title I of this Act the first \$50 so distributed to the family; and

(B) Pay to the Federal Government the Federal share of an amount equal to the sum of (1) the amounts so collected that are retained and (2) the amounts so collected which are distributed to the family and not disregarded.

Rationale:

The Chairman's draft eliminates the mandatory \$50 pass-through of child support paid for children on assistance. It gives the state the option to pass through all or some of the amount collected, but requires the State to reimburse the federal government for that amount as if the State had kept it. This will make it too expensive for any state to pass through any amount. This amendment restores a realistic *option* to pass through \$50. States could pass through even more, but would have to pay the full cost.

**Amendment
Sen. Bradley**

No state may deny services to any otherwise eligible applicant who, on the basis of skills, health, number of children, or availability of child care, is considered to be less likely to obtain employment, if such denial is for the purpose of helping the state meet the work participation requirements in this Act.

Rationale:

This legislation does not require states to serve even the poorest families. Since the only substantive requirement it places on states is that a certain percentage of recipients of federally funded assistance must be participating in work activities, it creates an incentive for the state to place those most ready to work in the federally funded program, leaving parents deemed less likely to be able to work behind. Those parents would either receive no assistance, or be placed in a fully state-funded program where they would not be counted for the purposes of meeting the state's work participation requirement. This amendment would prohibit manipulating the system in this way.

TITLE I

STATE MAINTENANCE OF EFFORT AMENDMENT

BY SENATOR BREAUX

Rationale

The federal government and the states should share the savings and costs of welfare reform:

- If welfare reform succeeds in moving people from welfare to work, both levels of government should share in the savings. Under the block grant, the federal government would give each state a fixed sum for each of the next five years. With this amendment, the block grant amount paid by the federal government would decline as state welfare spending did.
- Both levels of government should share the responsibilities of welfare reform. Without this amendment, states would no longer have to spend any of their own money on poor children or work programs. States now spend almost half of the nation's welfare dollars (45 percent of the total, with the exact percentage varying by state).

Amendment

States who spend as much of their own money on needy families as they did in 1994 would receive the full federal block grant amount.

States that do not maintain 1994 state funding levels would lose federal funding at a rate equivalent to the federal medical assistance percentage (FMAP). For example, a state with a 50% FMAP would lose \$.50 for every \$.50 it falls below its current spending level. Federal block grant money not spent by a state in one fiscal year would be redistributed to other states the following fiscal year.

Maintaining 1994 spending would mean contributing as much in state dollars to the Temporary Family Assistance Grant as the state had spent in 1994 for the seven welfare related programs consolidated in the chairman's mark (AFDC benefits, AFDC administration, Emergency Assistance, JOBS, transitional child care, at-risk child care, and JOBS/TVA child care).

According to the Congressional Budget Office, this amendment would save \$350 million in food stamp costs over seven years.

PRELIMINARY ESTIMATE OF STATE MAINTENANCE OF EFFORT (BREADUX)
Estimated relative to Chairman's Mark as introduced on May 23, 1995

DRAFT

08/24/95

(By Good Year, outlays in millions of dollars)

	1996	1997	1998	1999	2000	2001	2002	08-2002 Total
State Maintenance of Effort								
Food Stamp Program	0	-20	-50	-50	-50	-75	-100	-400

Basis of Estimate:

Based on discussions with Federal and state officials, CBO assumes that states receiving one-third of the block grant funding would cut spending relative to 1994 levels under the Chairman's Mark. This amendment would prevent such cuts, and therefore, would increase state spending on benefit payments, training, and child care activities. CBO has assumed that the amendment would result in some families receiving higher cash payments, which in turn would lower their food stamp benefits. The estimate assumes the Food Stamp program is an open-ended entitlement.

CONRAD SUBSTITUTE AMENDMENT

Amendment: This amendment substitutes for the Chairman's Mark the text of Senator Conrad's Work And Gainful Employment Act. The WAGE Act consolidates the JOBS program, AFDC JOBS Child Care, the Administrative Costs of AFDC and the Emergency Assistance Program into a highly flexible work-oriented block grant for States. In addition, the WAGE Act replaces the AFDC program with a new Transitional Aid Program, which provides a safety net for children and an automatic economic stabilization mechanism for States. Individuals would not be entitled to benefits, but would be subject to whatever time limit the State deemed appropriate. The only restriction on time limits would protect children whose parents comply with every State requirement and are still unable to find gainful employment. This amendment would also include a technical amendment to the WAGE Act as introduced to retain the Child Care Development Block Grant as a discretionary program.

Cost: CBO has not yet issued a formal cost estimate of the WAGE Act. Preliminary indications from CBO staff are that the WAGE Act can be anticipated to save between \$6 and \$11 billion through fiscal year 2000. Preliminary HHS estimates, coupled with items previously scored by CBO, indicate that WAGE Act savings could be higher than \$11 billion.

THE WORK AND GAINFUL EMPLOYMENT ACT

SUMMARY OF SENATOR CONRAD'S WELFARE REFORM PLAN

The Work and Gainful Employment Act (WAGE) gives States unprecedented flexibility to design and administer work programs to move individuals off welfare. The legislation is based on four principles: work, protecting children, state flexibility, and family. The WAGE Act totally reforms our welfare system while protecting the children of America against an abdication of federal responsibility. The purpose of WAGE is to transform welfare into an employment-based transition program while retaining a safety net for children and an automatic economic stabilizer for states.

WORK AND GAINFUL EMPLOYMENT BLOCK GRANT (WAGE)

- The WAGE block grant will give States the flexibility to provide job placement and supportive services to move individuals into jobs as quickly as possible.
- The WAGE block grant consolidates funding from JOBS, Emergency Assistance, AFDC Child Care, Transitional Child Care, and the administrative costs of AFDC.
- WAGE services would be available for all persons qualifying for the Transitional Aid Program, and, at state option, non-custodial parents.

State Flexibility

- ▶ States have complete flexibility to design employment programs, such as microenterprises, employment opportunity centers, work supplementation, temporary subsidized jobs, placement companies, etc.
- ▶ States provide monetary incentives to case managers for successful job placements and retention, as well as to out-source job services and use performance-based contracting.
- ▶ States determine eligibility criteria and participant requirements for the specific programs created under WAGE.
- ▶ States option to require non-custodial parents with child support arrears to participate in WAGE.
- ▶ ~~States may establish time limits~~ of any duration for WAGE participants. However, a State may not terminate participants from WAGE and the Transitional Aid Program if the participant has complied with the requirements set forth in the WAGE plan.
- ▶ States may establish participation rates at any level above the required WAGE rates and may establish specific rates for targeted groups, such as two-parent families, non-custodial parents, mothers with children of a certain age, etc.

State Requirements

- ▶ Administer a WAGE program that promotes moving parents into private sector employment.
- ▶ Develop a WAGE employability plan with the recipient that indicates the requirements necessary to move off of welfare.
- ▶ Ensure that child care is available for WAGE participants.

Funding

- ▶ The WAGE block grant is a 5 year capped entitlement based on historical funding for Emergency Assistance, AFDC Child Care, Transitional Child Care, and the administrative costs of AFDC (at 1995 spending levels or the average of 1993, 1994, and 1995). The WAGE block grant includes additional funding each year to put people to work and to ensure that child care is available. The WAGE block grant grows 3% per year.
- ▶ States receive incentive payments for moving individuals off welfare and into employment as well as for improvements in the number of individuals combining work and welfare.

Participation Rates

- ▶ Participation in the WAGE program is phased in, reaching 55% in FY 2000.
- ▶ States focus specifically on getting people into work or work preparation activities for a minimum of 20 hours per week (more at state option). Half of the participation rate must be met by individuals who are working. After two years individuals must be working in order to meet state participation rate requirements.

TRANSITIONAL AID PROGRAM

A new work-related program, the Transitional Aid Program, maintains a basic safety net for America's children and provide an automatic economic stabilizer for states. States have significant flexibility to determine eligibility criteria, earned income disregards, resource and asset limits, time limits, and sanctions. Compared to the current AFDC program, which has 45 State plan elements, the Transitional Aid Program reduces the State plan to 14 elements, allowing states wide latitude to design a program that meets their specific needs.

- All recipients are required to sign a "Parental Responsibility Agreement" as a condition for receiving benefits, specifying that assistance is not a right, but a transitional privilege available to those attempting to regain or achieve self-sufficiency.

State Flexibility

- States have full authority to determine:
 - ▶ Treatment of earned and unearned income
 - ▶ Resource limits
 - ▶ Forms of support - benefits, wage subsidies to employers, wages to individuals in subsidized employment, etc.
 - ▶ Sanctions for individuals who fail to comply with State requirements
 - ▶ Payment or denial of benefits to children born to individuals receiving assistance
 - ▶ Time frames for achieving self-sufficiency
 - ▶ Extent to which child support is disregarded when determining eligibility and benefits

Eligibility

- A family must meet the following criteria to be eligible for the Transitional Aid Program:
 - ▶ Have a needy child, as defined by the State
 - ▶ Comply with the WAGE employability plan (if required to participate)
 - ▶ Cooperate and comply with paternity and child support measures

State Plan Requirements

States have substantial flexibility in the design of their Transitional Aid Program with only the following minimal federal requirements:

- Serve all families with needy children uniformly, as defined by the State
- Operate a WAGE program
- Operate a Child Support Enforcement program in accordance with Title IV-D
- Maintain categorical Medicaid eligibility for the Transitional Assistance Program and provide transitional Medicaid for at least one year (longer at State option) for participants leaving the Transitional Aid Program.
- Maintain assistance in some form to needy children in families in which the parent is complying fully with all WAGE and other requirements

Funding

- Current law match rates for benefit levels are retained.

WORKING FAMILIES CHILD CARE BLOCK GRANT

- A new Working Families Child Care Block Grant simplifies and consolidates child care programs to support low-income working families and to promote self-sufficiency.
- The Working Families Child Care Block Grant combines the At-Risk child care program, Child Care and Development Block Grant, Child Development Associate Scholarships, and the Dependent Care Planning and Development Grants.
- At least 50% of the Working Families Child Care Block Grant must be used to support low-income working families.
- The Working Families Child Care Block Grant would reserves 20% of a State's allotment for quality improvements and would maintain minimum health and safety standards.
- A Quality Enhancement Bonus promotes innovative child care training programs and enhancements of child care quality standards and licensing/monitoring standards.

CHILD SUPPORT ENFORCEMENT

- **Paternity Establishment:** Mothers who apply for Transitional Aid are required to cooperate fully with paternity establishment and child support collection efforts. States have one year after the mother identifies the father to establish paternity or risk losing a portion of the federal matching payment. States would receive incentive payments based on child support collections and paternity establishment efforts.
- **Modification of Support Orders:** Administrative updating of the awards is simplified to ensure that awards reflect the current ability of the noncustodial parent to pay support.
- **Automation:** States would establish central registries for the collection and disbursement of child support using an enhanced federal match (90% FFP). A state-based new hire reporting program is established.
- **Interstate Enforcement:** States are required to adopt the Uniform Interstate Family Support Act.
- **Distribution of Child Support:** The rules for distributing child support payments for families on AFDC and for families formerly on AFDC are altered so that these families receive additional child support.
- **Demonstration Projects:** ~~Demonstrations on child support enforcement and other areas~~ are established to foster additional improvements in child support enforcement.

TRANSITIONAL MEDICAID

- States have the option to provide transitional Medicaid benefits for up to two years.

TEENAGE PREGNANCY PREVENTION

- **National Campaign:** The President coordinates a national campaign against teen pregnancy that involves business, schools, religious institutions and community organizations.
- **Living at Home:** Minor parents must remain in their parents' or a guardian's household in order to receive Transitional Aid benefits, with certain exceptions. For a teenage parent unable to live with her parents or a legal guardian, the appropriate authority will assist the individual in locating an appropriate adult-supervised supportive living arrangement or a Second Chance House.
- **Second Chance Houses:** Second Chance Houses will be available to minor custodial parents with children who require special assistance and a structured living environment in order to succeed. A Second Chance House provides a structured program that provides early childhood intervention and development; child care; parent education and training; case management to assess family needs; family counseling; parenting classes; and health services for children and adults.
- **Stay in School:** Teenage custodial parents on Transitional Aid who have not finished high school must participate in educational and/or training programs leading to a high school diploma or its equivalent. States may establish a program of monetary incentives and penalties to encourage teen parents to finish school.
- **Prevention:** A teenage pregnancy prevention program provides grants to states to implement promising teen pregnancy prevention strategies.

SUPPLEMENTAL SECURITY INCOME CHILDREN'S PROGRAM

- The purpose of the SSI children's program is clearly defined as: providing basic necessities to maintain a child with a disability at home; covering the additional costs of caring for a child with a disability; and enhancing a child's opportunity to develop into an independent adult.
- Cash benefits are maintained because families, not government, are best able to determine and meet the diverse needs of children with disabilities.
- Eligibility criteria are tightened to ensure that only children with severe and persistent impairments receive benefits.
- Parents are required to demonstrate that they have sought appropriate treatment for their child.
- Penalties are expanded for individuals that coach children to act inappropriately in order to receive benefits.
- Benefits are graduated for multiple recipient families: 85% for the second child; 65% for the third, 45% for the fourth, 35% for the fifth, 25% for the sixth and \$50 for each additional child.

FINANCING

The Conrad bill is financed entirely through savings from the welfare system. In addition to savings realized through a more flexible system, savings items include:

Immigration

- The plan counts the income from an alien's sponsor in determining eligibility for the Transitional Aid program, Food Stamps, and SSI until citizenship.
- Affidavits of support signed by sponsors pledging to keep an alien from becoming a public charge will be legally binding.
- A uniform alien eligibility standard is created for SSI, Medicaid, and Transitional Aid that conforms to the Food Stamp program.

Food Stamp Reform

- Requires able-bodied food stamp recipients between the ages of 18 and 50 with no dependents to work or enter a food stamp employment and training program within six months of receiving benefits.
- Food stamp adjustments are based on 100% of thrifty food plan levels.
- Several reforms of the food stamp program are included to require able-bodied recipients to work and to reduce program costs, including extending current claims retention rates, disqualifying recipients who fraudulently obtain food stamps in two states, disqualifying absent parents with unpaid child support (state option), and a variety of other program reforms.

Supplemental Security Income

- The continuing disability review process for disability beneficiaries is tightened to ensure that individuals who are no longer eligible do not continue to receive benefits.
- The SSI eligibility category for drug addicts and alcoholics is eliminated. Individuals with drug and alcohol addiction who qualify for SSI under a different diagnosis must undergo substance abuse treatment. Individuals who become ineligible for cash benefits will retain Medicaid eligibility.

CONRAD SUBSTITUTE FOR TITLES I AND II

Amendment: This amendment substitutes for Titles I and II of the Chairman's Mark Titles I, II and VI of Senator Conrad's Work and Gainful Employment Act. Titles I and II of the WAGE Act consolidate the JOBS program, AFDC JOBS Child Care, the Administrative Costs of AFDC and the Emergency Assistance Program into a highly flexible work-oriented block grant for States. In addition, the WAGE Act replaces the AFDC program with a new Transitional Aid Program, which provides a safety net for children and an automatic economic stabilization mechanism for States. Individuals would not be entitled to benefits, but would be subject to whatever time limit the State deemed appropriate. The only restriction on time limits would protect children whose parents comply with every State requirement and are still unable to find gainful employment.

Title VI of the WAGE Act requires that States prohibit teen mothers under age 18 who are eligible for Transitional Aid benefits from using those benefits to live in their own apartment. Those mothers and their children must either remain with their parent or parents, live with another responsible adult, or be placed in a structured living arrangement under adult supervision.

Cost: Although CBO staff has conducted a cursory review of the WAGE Act that indicates the bill saves as much as \$11 billion over 5 years, CBO has not yet undertaken to estimate the cost implications of each title of the bill. Based on likely costs of other titles of the WAGE Act and preliminary estimates from HHS, CBO's estimate for Titles I and II could range between \$4 billion and \$8 billion over 5 years, although CBO has yet to confirm this.

THE WORK AND GAINFUL EMPLOYMENT ACT

TITLES I, II, AND VI OF SENATOR CONRAD'S WELFARE REFORM PLAN

The Work and Gainful Employment Act (WAGE) gives States unprecedented flexibility to design and administer work programs to move individuals off welfare. The legislation is based on four principles: work, protecting children, state flexibility, and family. The WAGE Act totally reforms our welfare system while protecting the children of America against an abdication of federal responsibility. The purpose of WAGE is to transform welfare into an employment-based transition program while retaining a safety net for children and an automatic stabilizer for states. Titles I, II, and VI authorize the WAGE block grant, the Transitional Aid Program, and a Teenage Pregnancy Prevention effort.

WORK AND GAINFUL EMPLOYMENT BLOCK GRANT (WAGE)

- The WAGE block grant will give States the flexibility to provide job placement and supportive services to move individuals into jobs as quickly as possible.
- The WAGE block grant consolidates funding from JOBS, Emergency Assistance, AFDC Child Care, Transitional Child Care, and the administrative costs of AFDC.
- WAGE services would be available for all persons qualifying for the Transitional Aid Program, and, at state option, non-custodial parents.

State Flexibility

- States have complete flexibility to design employment programs, such as microenterprises, employment opportunity centers, work supplementation, temporary subsidized jobs, placement companies, etc.
- States provide monetary incentives to case managers for successful job placements and retention, as well as to out-source job services and use performance-based contracting.
- States determine eligibility criteria and participant requirements for the specific programs created under WAGE.
- States option to require non-custodial parents with child support arrears to participate in WAGE.
- States may establish time limits of any duration for WAGE participants. However, a State may not terminate participants from WAGE and the Transitional Aid Program if the participant has complied with the requirements set forth in the WAGE plan.
- States may establish participation rates at any level above the required WAGE rates and may establish specific rates for targeted groups, such as two-parent families, non-custodial parents, mothers with children of a certain age, etc.

State Requirements

- Administer a WAGE program that promotes moving parents into private sector employment.
- Develop a WAGE employability plan with the recipient that indicates the requirements necessary to move off of welfare.
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Funding

- The WAGE block grant is a 5 year capped entitlement based on historical funding for Emergency Assistance, AFDC Child Care, Transitional Child Care, and the administrative costs of AFDC (at 1995 spending levels or the average of 1993, 1994, and 1995). The WAGE block grant includes additional funding each year to put people to work and to ensure that child care is available. The WAGE block grant grows 3% per year.
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- Participation in the WAGE program is phased in, reaching 55% in FY 2000.
- States focus specifically on getting people into work or work preparation activities for a minimum of 20 hours per week (more at state option). Half of the participation rate must be met by individuals who are working. After two years individuals must be working in order to meet state participation rate requirements.

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- All recipients are required to sign a "Parental Responsibility Agreement" as a condition for receiving benefits, specifying that assistance is not a right, but a transitional privilege available to those attempting to regain or achieve self-sufficiency.

State Flexibility

- States have full authority to determine:
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Eligibility

- A family must meet the following criteria to be eligible for the Transitional Aid Program:
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- Maintain assistance in some form to needy children in families in which the parent is complying fully with all WAGE and other requirements

Funding

- Current law match rates for benefit levels are retained.

TEENAGE PREGNANCY PREVENTION

- **National Campaign:** The President coordinates a national campaign against teen pregnancy that involves business, schools, religious institutions and community organizations.
- **Living at Home:** Minor parents must remain in their parents' or a guardian's household in order to receive Transitional Aid benefits, with certain exceptions. For a teenage parent unable to live with her parents or a legal guardian, the appropriate authority will assist the individual in locating an appropriate adult-supervised supportive living arrangement or a Second Chance House.
- **Second Chance Houses:** Second Chance Houses will be available to minor custodial parents with children who require special assistance and a structured living environment in order to succeed. A Second Chance House provides a structured program that provides early childhood intervention and development; child care; parent education and training; case management to assess family needs; family counseling; parenting classes; and health services for children and adults.
- **Stay in School:** Teenage custodial parents on Transitional Aid who have not finished high school must participate in educational and/or training programs leading to a high school diploma or its equivalent. States may establish a program of monetary incentives and penalties to encourage teen parents to finish school.
- **Prevention:** A teenage pregnancy prevention program provides grants to states to implement promising teen pregnancy prevention strategies.

CONRAD CHILDHOOD SSI AMENDMENT

Amendment: The amendment modifies the Chairman's mark by: (1) replacing Subtitle C of Title III with the text of S.798, the Childhood SSI Eligibility Reform Act (S.798 would be modified to ensure that children re-evaluated by the Social Security Administration under the new, more stringent version of the Individualized Functional Assessment, would be re evaluated without the application of the medical improvement standard); and (2) amending Sec. 333 of the Chairman's Mark by allowing the Majority and Minority Leaders of the House and Senate to each appoint 3 members to the National Commission on the Future of Disability.

Cost: CBO estimates S.798 will save \$2.1 billion over 5 years.

**A SUMMARY OF
SENATOR KENT CONRAD'S
CHILDHOOD SSI ELIGIBILITY REFORM ACT**

This summary describes how the Childhood SSI Eligibility Reform Act, introduced on May 11, 1995 by Senators Conrad, Chafee, Jeffords and Bradley, addresses criticisms that have been made of the Children's SSI program.

1. Criticism: SSI's purpose was never sufficiently defined.

Solution: Define the program as providing basic necessities to maintain a child with a disability at home or in another appropriate and costs effective setting; covering the additional costs of caring for and raising such a child; and enhancing the child's opportunity to develop into an independent adult.

2. Criticism: Children who are not severely disabled are drawing SSI benefits.

Solution #1: Tighten SSI eligibility to ensure that only children with severe and persistent impairments which substantially limit their ability to function receive benefits. Modifications to the IFA and disability listings would be effective 6 months after enactment.

● **Modify Medical Listings:** Direct SSA to modify its regulations to strike "Persistent maladaptive behavior destructive to self, others, animals or property" and insert "Persistent pattern of behavior destructive to self or others requiring protective intervention." This eliminates much of the maladaptive behavior component while retaining eligibility for children with serious emotional disorders whose behavior poses a threat to themselves (through suicide) or others.

● **Modify Individualized Functional Assessment:**

A. Raise Severity of Disability Required for Eligibility: Currently, a child is eligible for SSI if he or she has a marked disability in two functional areas or "domains"; a marked disability in one domain and a moderate in a second; or moderate disabilities in three domains. The Act directs SSA to tighten the level of severity required to qualify under the IFA by always requiring a child to have a marked impairment in at least one domain and a moderate impairment in one or more additional areas. This would eliminate the "three moderates" standard.

B. Narrow and Tighten Domains: SSA currently uses seven domains of development and functioning which are evaluated through the IFA: cognition;

communication; motor skills; social abilities; personal/behavioral patterns; responsiveness to stimuli (1st year of life only); concentration, persistence and pace of task completion (age 3 and up).

The Act requires SSA to adjust the domains to reduce overlap from a clinical perspective. The new domains would be:

(1) Cognition, i.e. ability to understand and reason and to learn required skills

EXAMPLE: Children with mental retardation

(2) Communication, i.e. ability to speak and communicate with others

EXAMPLE: Children with cerebral palsy or autism

(3) Motor abilities, i.e. gross and fine motor skills resulting in ability to move and coordinate the body

EXAMPLE: Children confined to a wheelchair or with major ambulation difficulties

(4) Ability to engage in interpersonal relations, i.e. ability to develop and maintain normal interpersonal relationships so as to function within family, peer and community according to the manner and mores of the group.

EXAMPLE: Ability to discern right from wrong; disruptive; withdrawn

(5) Ability to Care for one's self, i.e. ability to perform normal childhood activities in home, school or community with adult assistance or supervision appropriate to one's age, to care for oneself in a healthy and safe manner and control impulsive or aggressive behavior harmful to self or others.

EXAMPLE: Children with extensive physical needs (feeding tube); children with depression (suicidal); impulsive (don't understand they shouldn't turn on stove and set a fire)

(6) in children from birth to the attainment of age 1, responsiveness to visual, auditory, or tactile stimulation

EXAMPLE: a hyposensitive infant who has minimal or absent response, is apathetic or withdrawn

(7) in children from age 3 to age 18, ability to concentrate, persist, maintain pace and have physical stamina to complete essential tasks in school, home or community

EXAMPLE: children with muscular dystrophy; schizophrenia, or ADHD

C. Report by SSA: Between enactment and the effective date of the above changes (6 months after enactment), SSA would be directed to report back to Congress within 5 months with recommendations whether to modify the amendments, if any. However, the amendments would still take effect, even if Congress took no further action.

Solution #2: Increase and better target SSA's continuing disability reviews in order to ensure SSI does not remain available to those who are no longer eligible to receive it.

The Act both improves targeting of CDRs based on the likelihood a child's disability will improve and establishes a revolving fund to pay for additional CDRs.

3. Criticism: Children who should be ineligible are being coached to act out in ways that render them eligible for SSI.

Solution #1: Expand penalties for coaching children to act inappropriately in order to receive benefits. Penalties would equal:

- for knowing and willful coaching by a parent or guardian, an amount equal to SSA's current \$1000 under it's fraud provisions plus up to \$100 for each month the child received SSI benefits

- for knowing and willful coaching by any attorney, interpreter, or social service worker, \$5000 plus \$500 for each child involved (current SSA fraud provisions only include a \$1000 fine for "fraud.")

Solution #2: Require greater use of standardized testing in making eligibility determinations, which are designed to make it virtually impossible to feign disability. This would preclude many awards currently made based on lay source evidence.

4. Criticism: Some families have been found to have multiple children receiving SSI, and each child receives the maximum benefit.

Solution: Graduate payments for additional children. Currently, families with more than one child receive no reduction in benefit for the additional children. We would graduate payments for each additional child in a family-- 100% for the first; 85% for the second; 65% for the third, 45% for the fourth, 35% for the fifth, 25% for the sixth and \$50 for each additional child. This graduated scale would not apply to children who are in institutional care or to families adopting children with special needs.

5. Criticism: SSI policy fails to lead to responsible spending by recipient families:

Solution #1: Allow families to keep a portion of retroactive lump sum benefits they receive for the period between when they apply and are deemed eligible. Such funds could only assist with the special needs of their disabled child or children. Under current law, any lump sum payment families receive due to delays in their eligibility determination must be completely spent within 6 months. This option would allow them to retain some of the money provided it was segregated and used specifically for discrete needs of the child. (equipment like a wheelchair or special household modifications, education/training, rehabilitation)

Solution #2: Strengthens standards applying to representative payee, including requirements that such payees maintain contemporaneous records of transactions. In addition, establishes a system of accountability monitoring to ensure that SSI funds are properly spent.

6. Criticism: SSI does not move people toward self-sufficiency:

Solution #1: Require parents to demonstrate that they have sought appropriate treatment to alleviate their child's disability. Proof would be provided when the child's eligibility was reviewed.

Solution #2: Require SSA to redetermine eligibility of SSI children at age 18 applying the adult criteria.

CONRAD WORK AMENDMENT

Amendment: For the purposes of the participation rates in Sec. 404 that will be in effect during fiscal years 1996 and 1997, a minimum of half of participants must be engaged in actual work.

Explanation: Under the Chairman's mark, it is possible for a state to meet its work participation rate for fiscal years 1996 and 1997 without any participants actually working. Participants could all be engaged in educational activities under section 482(d)(1)(A)(i). This amendment would only allow educational activities to count toward half of the participation rate. Consequently, under the fiscal year 1996 participation rate of 20%, a minimum of 10% must be in actual work. In fiscal year 1997, when the participation rate rises to 30%, a minimum of 15% must be in actual work.

CONRAD/BRADLEY TEENAGE MOTHERS AMENDMENT

If States choose to serve unmarried teenage mothers under the Temporary Assistance Block Grant, unmarried teenage mothers must live with a parent, legal guardian, or other adult relative, or if they are unable to reside in such settings, the teenage parent must reside in a foster home, maternity home, or other adult-supervised supportive living arrangement, such as a Second Chance House, as a condition of receiving assistance.

Rationale: This amendment would require teenage parents to live with a parent, adult relative, legal guardian or in adult-supervised living arrangements in those states that choose to serve teenage mothers. Teenager parents need the guidance and support of adults to raise and nurture children.

D'Amato Amendment to Chairman's Mark

Clarification Regarding the Use of Revolving Loan Fund for Welfare Anti-fraud Activities

Clarifies that a state may use loan funds from the "Supplemental Assistance for Needy Families Federal Fund" for welfare anti-fraud activities, systems, or initiatives including positive client identity verification and computerized data record matching and analysis.

**Proposed Substitute to HR4
Senator Graham Amendment #1**

On page 10, strike lines 1 through 6 and insert the following:

" (1) IN GENERAL. - For purposes of subsection (a), a State family assistance grant for any State for a fiscal year is an amount determined by the Secretary to be the State's proportionate share of funds based on the number of children in poverty in the State as a percentage of the total number of children in poverty among all of the States. This proportion shall be adjusted annually to reflect changes in the number of children in poverty in each state."

Explanation: This amendment changes the method by which the block grant funds are distributed from 1994 expenditures to the number of children in poverty. This proportion is adjusted annually to reflect changes in the number of children in poverty in each state. In addition, the amendment places responsibility for determining the best measures of child poverty to be used in the allocation with the Secretary and the best measure to use in periodically adjusting the proportions (for example, a three year rolling average).

**Proposed Substitute to HR4
Senator Graham Amendment #2**

On page 30 line 9 through page 31 line 13, strike said lines thereby removing the option for States to prohibit assistance for certain aliens. Insert appropriate language to prevent states from prohibiting the use of grant funds to legal aliens that meet current eligibility requirements. The change in the proposed substitute on page 31 lines 11 through 13 is retained.

Explanation: This amendment would remove from the bill the option for States to prohibit assistance for certain aliens. The intent is for legal non-citizens to retain the same eligibility status as under current law. Non-citizens currently eligible for AFDC would be subject to the same financial eligibility standards a State includes in its program for cash assistance. This amendment does not strike the change in the deeming of sponsor's income from 3 years to 5 years.

**Proposed Substitute for HR4
Senator Graham Amendment #3**

On page 41 line 1 through page 43 line 8, strike all said lines. This amendment removes Sec. 105. Continued Application of Current Standards Under Medicaid Program.

Explanation: This amendment strikes that requirement that States continue to operate the AFDC program that is currently in effect for the purpose of determining continued Medicaid eligibility.

**Proposed Substitute to HR4
Senator Graham Amendment #4**

1. On page 4, line 4, add the following after the semicolon: "a noncitizen who is 75 years of age or older and who has resided in the U.S. for at least 5 years."

Explanation: This amendment would restore SSI eligibility for two groups: elderly immigrants who are 75 years of age or older and resided in the United States for five or more years eligible for SSI benefits and immigrants who are unable to take the citizenship examination because of a physical or mental disability. The amendment would bring the Chairman's Mark into line with the House passed H.R. 4 with respect to the treatment of very elderly immigrants.

2. On page 4, line 4, add the following after the semicolon: "a noncitizen who becomes disabled for causes that arose after entry."

Explanation: This amendment would make disabled legal immigrants eligible for SSI benefits if they became disabled from causes that arose after entry into the U.S.

During the Committee hearings, a general consensus formed among Committee members that the SSI program's eligibility criteria needed to be tightened to reduce the number of instances where elderly immigrants accessed the program immediately after becoming eligible, which turned out to be just a few years after entry into the United States. But there was no evidence presented at the hearings of abuse of the program by immigrants who become disabled after having come to the United States, worked, and paid taxes for a lengthy period of time. As drafted, the Chairman's mark would make these people who have contributed to our country ineligible to receive SSI benefits upon becoming disabled.

3. Provide that any non-citizen who has applied for naturalization, whose application for naturalization has not been denied, and who was not naturalized within six months after the date of application for naturalization shall not be denied SSI or other assistance under the bill.

Explanation: This amendment would ensure that delays in the processing of naturalization applications will not unfairly penalize immigrants. Many INS district currently have backlogs in the processing of naturalization applications, and the length of time it takes to be naturalized can vary significantly between INS districts. If the number of applications increase without a corresponding increase in INS resources, those delays could worsen. To the extent that the risk of increased delays is high, this amendment would provide an important protection for immigrants.

The amendment would also ensure that all immigrants and all areas of the country are treated equitably. That is, it would provide that any naturalization applicant whose application was not denied and whose application was still pending after six months to be naturalized as opposed to one to two years.

**Proposed Substitute to HR4
Senator Graham Amendment #5**

On page 44, after line 5, insert the following new paragraph:

"(3) Cost Neutrality. -- A State which terminates a waiver under paragraph (1) shall be held harmless from any liability associated with accrued excess costs incurred under the terms and conditions of such waivers. Notification of termination of waivers shall be submitted not later than 90 days following adjournment of the next regular session of the State legislature.

Explanation: This amendment removes any unresolved cost neutrality liability from States with current welfare reform waivers who choose to terminate these waivers due to the implementation of the block grant. Since many states have requested waivers pursuant to State legislation, the time frame for notification of waiver termination is set to permit legislative action, if needed.

**Proposed Substitute to HR4
Senator Graham Amendment #6**

On page 22 line 10, after the word "care" insert the following phrase:

" , subject to the availability of resources"

On page 22 line 11, after "(ii)" insert:

"at State option."

On page 23 line 10, after the word "month" insert:

"excluding any families which include an individual exempted from participation as described in section (C)(i) and (C)(ii)"

Explanation: This amendment makes the child care requirement subject to the availability of funds and excludes individuals exempted due to lack of child care from the calculation of participation rates. Further, the amendment permits States to require participation for more than 20 hours per week for individuals with children under 6 years of age, if child care is available. This provision strengthens the work requirement to permit States to require intensive participation in activities in order to better prepare participants for self-sufficiency.

**Proposed Substitute to ER4
Senator Graham Amendment #7**

On page 9 after line 11, insert the following new subsection:

" (d) STATE DEMONSTRATION PROGRAMS.-- Nothing in this Act shall be construed to limit a State's ability to conduct demonstration projects for the purpose of identifying innovative or effective program designs in one or more political subdivisions of the State."

Explanation: This amendment makes explicit the expectation that States will continue to conduct demonstrations of innovative program designs. Under a block grant scenario, many potential demonstrations would not require federal waivers. This amendment makes clear that continued use of demonstration projects to improve program design.

**Proposed Substitute to ER4
Senator Graham Amendment #8**

On page 22 after line 13, insert the following new subsection and renumber subsequent subsections:

" (D) CHILD CARE REQUIRED FOR PARTICIPATION.--For any individual required by a State to participate in work activities when such individual is responsible for the care of a child under 13 years of age, the state shall provide the individual with child care needed for such participation, subject to the availability of resources."

On page 23 line 10, insert the following sentence after period.

"Any family which includes an individual exempted from participation due to the lack of child care resources shall be excluded from the total number of families receiving cash assistance."

Explanation: This amendment requires that child care must be provided for individuals with children under age 13 who are required to participate in work activities when such care is needed for participation. This requirement is subject to the availability of funds and any families which include and individual exempted from required participation are excluded from the denominator in the participation rate calculation.

Senator Grassley offers the following amendment to address the issue of a mandatory work program:

Page 7, line 2, after "PROGRAM" add the following: "or other work"; Line 4, after "JOBS" add the following: "or other work"

Section 201. Modifications to the JOBS program.

The JOBS program will be a state option, rather than the mandate under the Committee mark. The state may choose to have the current JOBS program, as modified under the Committee mark, OR create its own work program; EXCEPT, that the state's work program shall meet the JOBS participation rates and hour rates outlined in the Committee mark, section 404, page 21.

Explanation: While the intended goal of the Committee mark is to require states to have a work program that moves people from welfare to work, the Committee mark mandates that the work program must be the current JOBS program.

One of the concerns raised by the Administration about the House bill was that it was not tough enough on work. Because states were not specifically required to have a work program and work programs are considered expensive, the concern was that some states might simply let the time run out for difficult to place recipients and then their benefits would end.

Senator Grassley's amendment maintains the Committee goal of requiring states to have a work program without mandating that it must be the federal JOBS program. States will have the opportunity of choosing the JOBS program, which they know and are currently implementing, or creating their own innovative work program to achieve the goal of moving people from welfare to work.

States must certify that they are doing JOBS or are creating their own work program.

Exception: States must meet the participation rates and hour rates outlined in the Committee mark. It is important to ensure that there is some means of measuring states' success in involving recipients in work-related activities. The only way to guarantee that is to have clear standards.

CURRENT JOBS MANDATES THAT LIMIT STATE FLEXIBILITY

20 Hour Rule as it applies to educational activities - Only classroom hours are counted for meeting the 20 hour participation requirement which penalizes state's ability to support post-secondary education.

Self-Initiated Rules - States are not given the option of paying for tuition, books or fees for individuals who have taken the initiative to enter education programs.

Limit on use of job search - Only a certain number of hours of job search can be counted toward the participation rates.

Sanctioning Rules - States are not able to define their own sanctioning process for non-participation because specific penalties are mandated.

Payment of Expenses - States must pay for child care and transportation for training and other supportive services which are not actual work.

Targeted populations - States are required to spend at least 55 percent of their JOBS money on specific, targeted populations.

Single State Agency - The AFDC agency (family assistance program agency under the Committee mark) would have to administer the IV F (JOBS) program.

The Economic Opportunity and Family Responsibility Act of 1995

Facts at a Glance:

- o Maintains safety net for poor families while providing state flexibility and adequate funds and support (child care and health care) to move recipients into work and reduce recidivism.
- o Emphasis on job creation
 - Equity investment
 - job support demonstration
 - increased funding and participation in JOBS program
 - Individual development accounts so that recipients can save for education, work related expenditures (car), or home
- o Eliminates Marriage Disincentives
- o Provides state flexibility
 - JOBS program (state can determine who participates, when they begin participation and how they participate)
 - child care programs are consolidated into a child care block grant
 - earned income disregards are liberalized
- o Requires both parents take responsibility for their children
 - Federal locator systems
 - Child Support Order Registry
 - Strengthen paternity establishment
 - Child Support Assurance demonstration
 - Grants for access and visitation
 - Simple child support modification demonstration
- o Reduces Recidivism
 - Allows states to extend transitional child care and Medicaid
 - Funding increased for child care for low income families. Child care guarantee for AFDC parents who are working, participating in the JOBS program or transitioning off of welfare
- o Targets the non-custodial parent
 - Allows states to use JOBS funds for non-custodial parents
 - Funds available to establish programs for non-custodial parents who are under or unemployed

USING THE BANKING SYSTEM TO CREATE PERMANENT, PRIVATE SECTOR JOBS IN HIGH UNEMPLOYMENT/ HIGH POVERTY COMMUNITIES

Summary

This provision is designed to help get at the heart of a major welfare-related problem -- the lack of private sector jobs. Many communities with large welfare populations have unemployment rates in both good times and bad that are at or above levels last seen nationwide in the Great Depression of the 1930s. The provision is similar in some respects to the empowerment/enterprise zone program, but instead of tax credits, creates a mechanism to get equity investment into these communities -- investments that will create permanent, private sector jobs.

Using the Banking System

The provision makes use of our nation's banks and thrifts as investors. These financial institutions have over \$22.6 billion on deposit at the Federal Reserve. Currently, the Fed does not pay the financial institutions any interest on this money, although it does earn interest on the funds (by investing them in Treasury bonds). The provision would require the Fed to pay interest on the sterile reserves to the nation's banks and thrifts, but would require the financial institutions to use the money to make equity investments in businesses willing to:

- 1) locate facilities in or near high poverty/high unemployment communities (defined and selected using a process modelled on the empowerment/enterprise zone program); and
- 2) hire at least 50 per cent of their employees from among the residents of these communities who are either on welfare, or long-term unemployed.

The result is a non-bureaucratic, private-sector focused approach to economic development and job creation in low-income communities.

Welfare as a Training Wage

Under the provision, states would be able to pay a portion of welfare benefits to businesses receiving the equity investments: to use to, in effect, buy down the wages of the welfare recipient employees they hire -- turning welfare into a kind of job training program where recipients are trained for real jobs that actually exist in or near their communities.

Why Equity?

The provision is built around equity investing, rather than lending or tax credits, because generating economic development and creating jobs in communities with high poverty rates is very risky. Loans, which must be repaid on a schedule, are not suitable for this kind of economic development, and tax credits only work if a business is profitable, which a new facility might not be for the first few years when it needs the support equity can provide the most.

Safety Net Amendment :

Notwithstanding any other provision of this Act, no state shall deny cash assistance to an indigent child whose family meets the income and resource criteria as defined by the state. Nor shall a child be denied assistance due to the failure of that child's parents (or guardian) to meet requirements as defined in the state plan.

Rationale:

The Chairman's mark would dismantle the safety net for poor children. Children would be penalized for no other reason than the status of their birth. 4 million children would lose assistance under this mark. This amendment would ensure, that at a minimum, every state would provide a safety net for all children residing in a family that meets the state criteria for the receipt of benefits. This amendment does not preclude states from reducing a family's grant by the adult's portion.

MOSELEY-BRAUN

Safety Net Amendment II

A state may not terminate or deny assistance to an eligible child if, as a result of such action, a child would be at risk for adverse health and safety outcomes or in danger of homelessness.

A state must certify in their state plan how they will assess the impact of a denial or termination of benefits on children as related to the above areas.

Any individual who is aggrieved by a violation of the state or entity administering the block grant as described above may bring an action for relief in any United States District Court.

Rationale:

This amendment seeks to ensure that no child is denied assistance if the denial of that assistance would put the child at risk for adverse health and or safety outcomes or homelessness. This amendment would also create a judicial recourse for those children who are denied services in violation of this rule.

MOSELEY-BRAUN

Child Care Amendment

A Capped Entitlement Child Care program would be established to fund child care services for low income families transitioning from welfare to work, and for low income working families at risk of welfare. Funding would be capped at the CBO baseline for Transitional Child Care and At-Risk Child Care.

Year 1 \$465 M
Year 2 \$530 M
Year 3 \$546 M
Year 4 \$560 M
Year 5 \$570 M

Total 1996-2000 \$2.671 B

Year 6 \$580 M
Year 7 \$590 M

Total 1996-2002 \$3.84B

This amendment would be offset by reducing the overall five and seven year savings attributed to the new block grant.

Rational:

As drafted, the Chairman's mark would consolidate the At-Risk program, the Transitional Child Care (TCC) program and AFDC/JOBS child care into the new block grant for needy families. According to estimates by HHS the capped funding amount available for the block grant will be insufficient to provide cash assistance and to meet work participation requirements included in the Chairman's mark. This will translate into a diversion of child care funds to meet cash assistance and work requirements. Currently, over 40% of the block grant funds consolidated in the block grant serve the working poor. This was 1 million children last year. Therefore, families transitioning off of welfare and at-risk for welfare will be denied child care assistance. It could also translate into higher cash assistance caseloads as working poor families move on to the rolls due to a lack of child care assistance. This block grant does not remove "child care" funding included in the block grant. We believe removing funding would jeopardize the ability of states to care for poor families. This amendment creates a new child care capped entitlement block grant for the working poor.

Senator Nickles offering the following amendment to address the illegitimacy:

- On page 6, line 4 of the Committee mark, states are required, in order to receive funds under the new Temporary Assistance for Needy Families program, to submit a written document to the federal government that describes how they will "take action to prevent and reduce the incidence of out-of-wedlock pregnancies, with special emphasis on teenage pregnancies." replace with the following language:

"Take action to prevent and reduce the incidence of out of wedlock pregnancies, without increasing the incidence of pregnancy terminations, with special emphasis on teenage pregnancies and establish annual goals for out-of-wedlock births for the years authorized under this Act."

**Rockefeller amendment to provide a hardship waiver
individuals based on good cause**

CONCEPT: The Chairman's mark acknowledges that states should have some flexibility to provide continued support for "hardship cases," and authorizes States to exempt up to 10% of their caseload. This amendment would add specific criteria of individuals eligible for a hardship waiver based on good cause.

PURPOSE: To ensure that all deserving hardship case can be exempted from time limits. States shall exempt the following individuals from work requirement and the time-limit;

- (i) if the individual is ill, incapacitated, or of advanced age;
- (ii) if the individual is providing full-time care for a disabled dependent of the individual;
- (iii) at the option of the State, if the individual is making progress in a substance abuse treatment program, unless this clause has been applied to the individual for 12 months;
- (iv) during the 6-month period after the individual gives birth to the first child born to the individual after becoming eligible for aid under this part; or
- (v) during the 4-month period after the individual gives birth to the second or subsequent child born to the individual after becoming eligible for aid under this part;

08/24/86

DRAFT

PRELIMINARY ESTIMATE OF GOOD CAUSE EXEMPTIONS (ROCKEFELLER)
 Estimated relative to Chairman's Mark as introduced on May 23, 1986

(By fiscal year, outlays in millions of dollars)

	1996	1997	1998	1999	2000	2001	2002	06-2002 Total
Exempt Incapacitated, Elderly, Employed, and Other Individuals from Time Limit/Work	0	0	0	0	0	0	0	0

Base of Estimate:

Amendment would not alter the block grant levels, and therefore, would have no direct effect on federal spending. The amendment's effect on state budgets is unclear. State spending on work programs could decrease as this amendment would allow states to exempt additional individuals from participation. On the other hand, the amendment would also decrease the number of families made ineligible by the five-year time limit, which could increase state spending on cash benefits after 2001.

**Rockefeller amendment to give States flexibility
on time-limits during economic downturns
and areas with high unemployment**

Cosponsor: Baucus

CONCEPT: During periods of high unemployment -- 8.5% or more -- it will be more difficult for AFDC recipients to find jobs. States deserve, at least the option, of waiving time limits until unemployment drops below 8.5% as long as families participate in some type of workfare or community jobs program as established by the State.

PROPOSAL: States would have the option to exempt from the time limit recipients who live in sub-state areas where the unemployment rate is 8.5% or more by designating the region as an "area of high unemployment" (AHU), and providing community jobs or workfare.

Under this proposal, the period of time during which individuals receive assistance while the area that they live in has been designated by the State as a AHU would not count toward the time limit. This is a state option only, not a requirement.

RATIONALE: In areas of high unemployment, unsubsidized, private sector job slots for welfare recipients become scarce and parents willing to work are sometimes unable. State should not be required to cut these families off from benefits during periods of recession, or in areas with high unemployment. This amendment is designed to balance the imposition of a time limit with a reasonable expectations of what the labor market can absorb. This amendment would only "stop the clock" on the time-limit during those periods when local unemployment was 8.5% or more, and recipients would be expected to participate in a State workfare program. This would continue assistance for parents willing to work during periods of high unemployment, at State option.

DEFINITION: "Areas of high unemployment (AHU)" are defined as a major political subdivision with at least 25,000 residents for which the Bureau of Labor Statistics calculates an unemployment rate, and whose unemployment rate -- average annual -- meets or exceeds 8.5%. The AHU would be defined by the State and may be a labor market area, county, city, or officially designated area of substantial unemployment. It may be made up of more than one geographically contiguous political subdivision, e.g. multiple rural counties. AHUs can also be Indian reservations, and qualified reservations can contain fewer than 25,000 people.

Because individual monthly sub-state unemployment statistics are less reliable and not seasonally adjusted, area unemployment rates are to be based upon twelve month average unemployment rates.

DRAFT

PRELIMINARY ESTIMATE OF UNEMPLOYMENT TRIGGER FOR TIME LIMIT / WORK (ROCKEFELLER)

Estimated relative to Chairman's Mark as introduced on May 23, 1996

(By fiscal year, outlays in millions of dollars)

	1996	1997	1998	1999	2000	2001	2002	96-2002 Total
Exempt individuals in High Unemployment Areas from Time Limit/Work	0	0	0	0	0	0	0	0

Basis of Estimate:

Amendment would not alter the block grant levels, and therefore, would have no direct effect on federal spending. The amendment's effect on state budgets is unclear. State spending on work programs could decrease as this amendment would allow states to exempt additional individuals from participation. On the other hand, the amendment would also decrease the number of families made ineligible by the five-year time limit, which could increase state spending on cash benefits after 2001.

EITC REFORM PROPOSALS:

1. **Deny the EITC to Illegal Aliens:** Under this proposal, only individuals who are authorized to work in the U.S. would be eligible for the EITC. Taxpayers claiming the EITC would be required to provide a valid social security number for themselves, their spouses, and qualifying children. Social security numbers would have to be valid for employment purposes in the U.S. In addition, the IRS would be authorized to use the math-error procedures, which are simpler than deficiency procedures, to resolve questions about the validity of a social security number. Under this approach, the failure to provide a correct social security number would be treated as a math error. Taxpayers would have 60 days in which they could either provide a correct social security number or request that the IRS follow the current-law deficiency procedures. If a taxpayer failed to respond within this period, he or she would be required to refile with correct social security numbers in order to obtain the EITC. Effective 12/31/95. (From President Clinton's FY 1996 Budget proposals)

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	1995	1996	1997	1998	1999	2000	Total
Math-error procedure	—	.007	.137	.142	.142	.144	.571
Require SSNs work-related for primary and Secondary Taxpayers	—	.004	.080	.083	.086	.089	.343

2. **Repeal the Childless Portion of the EITC:** In the 1993 Budget Reconciliation bill, effective beginning in 1994, the EITC was expanded to include taxpayers with no qualifying children for the first time. Since about 85% of the EITC is a "budget outlay," and therefor primarily a welfare program, and since welfare programs have traditionally been aimed at helping children rather than able-bodied adults, this part of the program should be eliminated. In addition, this part of the EITC provides for a maximum credit of only \$314 in 1995, and begins to phase-out at as little as \$5,140, and therefor is of such insignificance as to offer little or no real work incentive. Since the EITC is designed primarily as a "work incentive," this part of the program should be eliminated.

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	1995	1996	1997	1998	1999	2000	Total
Repeal of childless EITC	—	.031	.616	.641	.669	.702	2.659

3. **Freeze EITC at 1995 Levels to Reduce Fraud:** Just since 1988, the EITC expenditures have grown five-fold. In addition, fraud and error rates have consistently remained in the range of 30 to 40% of expenditures for about 15 years -- since studies began on the issue. Until 1990, the credit was limited to a maximum rate of 14%, but since that time the maximum rate of the EITC has increased to 40% beginning in 1996 -- or almost three-fold. When the level of the credit was closer to the payroll tax level (7.65%/15.30%) there was considerably less incentive for tax cheats and fraud artists to game the system, however, as a result of the dramatic increase in the level of the credit, the fraud incentives are significantly higher. Freezing the rate of the credit at a maximum of 36% (reducing it slightly to 35% in 1996) will discourage fraud artists, and also slow the growth of this program, which is by far the fastest growing entitlement in the federal budget. Under current law, the size of the benefit available from the program no longer bears any relationship to taxes owed by the person making the claim. Accordingly, given our self-assessment tax system, it is just too easy to file a fraudulent claim that is virtually undetectable by the IRS.

In addition, the phase-out range for the credit has increased from 20,264 in 1990, to a scheduled level of \$28,524 in 1996 --for an increase of over 40% in just 6 years, which is more than twice the rate of inflation over the period. Because this growth is unprecedented during a period of high budget deficits, the outlays for this program's growth should be stopped, to allow true inflation to catch up. If later Congress' should decide to increase the size of the program, when budgets allow, then the inflation growth in this welfare program could be voted on at that time.

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	1995	1996	1997	1998	1999	2000	Total
Freeze EITC at 1995 Level -	---	.093	1.874	1.953	2.038	2.138	8.097
Freeze Phaseout Range on EITC ?	?	?	?	?	?	?	?????

4. **Increased Scrutiny for Wealth Tests:** As a result of the President's budget proposals and concerns from several Congressional offices, changes were passed as part of H.R. 831 to try to restrict the EITC to truly low-income working Americans. Under current law, many wealthier Americans can claim the EITC resulting in the unfair result of poorer Americans paying taxes to pay welfare benefits to those wealthier than they are. Substantial progress was made by denying the EITC to taxpayers with aggregate "disqualified income" exceeding \$2,350. This income included: 1) interest and dividends, 2) tax-exempt interest income, and 3) net income from rents and royalties.

This proposal would go further in tightening this loophole by adding

net estate and trust income, net passive income from business assets and net capital gains (Schedule E income) to the wealth test. In addition, the current level of \$2,350 equates to assets of about \$40,000 based on a 6% simple annual realized return, which is much higher than asset/wealth tests for other welfare programs. For example, under the AFDC program, if a family has more than \$1,000 in assets they lose their welfare benefits. A threshold of \$1,000 would equate to a presumed value of underlying assets of about \$16,700, which although generous, would be more appropriate than the current wealth test. If this wealth test is not substantially improved, the result will continue to be that taxpayers with significantly less wealth will be paying taxes into a system which will redistribute the income to those with greater wealth under this welfare program, resulting in more unfairness in the income tax system than otherwise would exist.

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>Total</u>
Add estate & trust income, net passive business income & net capital gains income	—	.005	.107	.114	.122	.136	.484
Reduce threshold to \$1,000	—	.019	.385	.400	.427	.464	1.696

5. **Fairness Requires Equal Income Tests:** Under the EITC, the credit is phased-out as the taxpayer receives more "earned income," or as the taxpayer's adjusted gross income (AGI) increases. The phase-out ranges for both tests are the same. In addition to earned income, AGI includes income from other sources, such as investments, alimony and unemployment. However, AGI does not include other sources of income that nevertheless provide financial support and economic income to families. In general, welfare programs like the EITC should not be paid to beneficiaries who are financially better off than other taxpayers who may be less well off. Particularly if those less well off are still paying income taxes to the Federal Government.

Under this proposal, the AGI test under the EITC would be expanded to include other forms offering substantial non-taxed, economic income to families. These other sources would be: 1) non-taxable social security income, 2) child support payments, 3) tax-exempt interest, and 4) non-taxable private pension distributions.

In addition, Treasury would be asked to undertake a study to determine if the current law tax treatment of child support payments is appropriate, or if alternatives should be considered to encourage payment of child support liabilities by parents of the child.

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>Total</u>
Modify AGI to include non-taxed Soc Sec income, child support payments, tax-exempt interest & non-taxed private pensions	—	.102	2.037	2.125	2.205	2.327	8.797

6. Deny or Delay the EITC Until the IRS has a Matching W-2: This rule would preclude a taxpayer from getting any EITC unless the earnings are listed on a W-2 form, or for which self-employment tax has been paid, in the case of a self-employed taxpayer. If quarterly payroll taxes have been filed, or once W-2s have been filed by an employer, the IRS could refund the EITC.

ICT Revenue Estimate (in billions of dollars, in fiscal years)

	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>Total</u>
W-2 Match Requirement	—	?	?	?	?	?	????

Amendment to Adjust the AFDC Block Grant

This amendment would adjust the yearly state allocations of the AFDC block grant. The adjustment would be based on the number of children receiving food stamps within states, provided that the Food Stamps Program remains an entitlement with uniform national standards. For every percentage change in the number of children receiving food stamps within a state, a state's block grant allocation would be increased by an equal percentage. Since the goal of the AFDC block grant is to reduce the prevalence of poverty, a state's allocation would not be reduced if the number of children receiving food stamps declines or remains constant.

The number of children receiving food stamps would be used as the adjuster because it is the best yearly measure of child poverty within individual states. Current yearly samples of child poverty, such as those in the Current Population Survey, have enormously high sampling error and would result in block grant adjustments that are not truly representative of need. The number of children receiving food stamps is a better proxy for child poverty, since only those families whose net income is less than 100 percent of the poverty line are eligible for benefits. Direct measures of child poverty would be satisfactory if the Senate bill is modified to provide the Census Bureau with sufficient funding to obtain statistically reliable samples.

Talking Points in Favor an Amendment to Adjust the AFDC Block Grant Allocations on the Basis of the Number of Children Receiving Food Stamps

- AFDC expenditures under current law are expected to rise by nearly 16 percent between FY 1996 and FY 2000. The AFDC block grant contained in the Senate Finance mark, however, would freeze funding for five years with no adjustment to assist states as their needs rise.
- A flat block grant simply does not respond to changing state needs. There are tremendous variations in child poverty, unemployment, and population among states, and a fixed block grant will not help those states with dramatically increasing need.
- A hypothetical simulation shows that if an AFDC block grant with no adjustment or additional funding was implemented in FY 1990, states would have experienced an average decrease in Federal AFDC related funding of approximately 30 percent in FY 1994. This reduction in funding would have severely restricted states' ability to respond to increasing need.
- In the preceding hypothetical example, Montana would have received approximately \$11 million (27.2 percent) percent less Federal AFDC funding in FY 1994. With an adjustment for food stamp children, however, Montana would have suffered loss of only \$2 million (5.5 percent).
- Since the goal of the AFDC block grant is to reduce poverty, additional funding should be directed to those states where child poverty is rising. This is accomplished by adjusting a state's block grant with respect to the number of children receiving food stamps.
- It is possible that this amendment will have no budgetary impact. If states are able to adequately meet the needs of the poor within their state, then the number of children receiving food stamps will remain constant and no adjustment to the block grant will be necessary.
- The number of children receiving food stamps is used as the adjuster because it is the most accurate state-level estimate of child poverty. Current yearly samples of child poverty, such as those contained in the Census Bureau's Current Population Survey (CPS), have enormously high sampling error, even when three-year rolling averages are used. Food stamp receipt, however, is a much better poverty indicator. The Food Stamps Program has a national eligibility standard, and only families with net income of less than 100 percent of the poverty line are eligible to receive food stamp benefits. Additionally, the state sampling error rates of the QC Full-File Sample are significantly smaller than the those in the CPS.

**Hypothetical Impact In FY 1994, If an AFDC Block Grant Similar to the One the Senate
Finance Mark Had Been Implemented in FY 1990
Comparison with an Adjustment for Children Receiving Food Stamps**

(Millions of Dollars)

State	Hypothetical Block Grant Allocation, FY94 With No Adjustment	Hypothetical Block Grant Allocation, FY94 With F.S. Adjustment	FY 1994 Actual Expenditures	Difference With No Adjustment	Difference With Food Stamp Adjustment	Percentage Change No Adjustment	Percentage Change with Adjustment
ALABAMA	\$54	\$77	\$81	(\$27)	(\$4)	-33.3%	-5.4%
ALASKA	\$30	\$20	\$62	(\$31)	(\$11)	-50.0%	-18.1%
ARIZONA	\$72	\$127	\$208	(\$136)	(\$81)	-65.4%	-39.0%
ARKANSAS	\$45	\$59	\$51	(\$6)	\$8	-11.0%	15.9%
CALIFORNIA	\$2,267	\$3,716	\$3,481	(\$1,213)	\$235	-34.9%	6.8%
COLORADO	\$72	\$95	\$112	(\$40)	(\$17)	-35.8%	-15.2%
CONNECTICUT	\$124	\$209	\$224	(\$100)	\$5	-44.4%	2.2%
DELAWARE	\$16	\$29	\$24	(\$8)	\$6	-33.4%	23.9%
DISTRICT OF COL.	\$53	\$78	\$87	(\$34)	(\$9)	-38.8%	-10.2%
FLORIDA	\$222	\$519	\$529	(\$307)	(\$10)	-58.0%	-2.0%
GEORGIA	\$199	\$320	\$307	(\$108)	\$13	-35.0%	4.2%
GUAM	\$3	\$3	\$10	(\$7)	(\$7)	-72.3%	-73.4%
HAWAII	\$48	\$53	\$87	(\$40)	(\$24)	-45.2%	-38.9%
IDAHO	\$17	\$23	\$28	(\$11)	(\$5)	-39.7%	-17.5%
ILLINOIS	\$448	\$576	\$518	(\$70)	\$58	-13.5%	11.2%
INDIANA	\$120	\$216	\$196	(\$76)	\$19	-38.5%	9.9%
IOWA	\$104	\$123	\$119	(\$19)	\$5	-12.5%	3.8%
KANSAS	\$60	\$88	\$95	(\$35)	(\$7)	-36.5%	-7.5%
KENTUCKY	\$114	\$139	\$159	(\$45)	(\$20)	-28.3%	-12.7%
LOUISIANA	\$137	\$132	\$137	\$0	\$15	0.0%	11.2%
MAINE	\$58	\$95	\$70	(\$12)	\$23	-17.7%	32.9%
MARYLAND	\$148	\$215	\$208	(\$60)	\$7	-28.9%	3.3%
MASSACHUSETTS	\$336	\$463	\$428	(\$92)	\$35	-21.5%	8.2%
MICHIGAN	\$778	\$864	\$724	\$54	\$140	7.5%	19.4%
MINNESOTA	\$206	\$273	\$251	(\$65)	\$22	-17.0%	8.6%
MISSISSIPPI	\$73	\$80	\$72	\$3	\$14	4.7%	19.4%
MISSOURI	\$137	\$207	\$200	(\$69)	\$7	-31.3%	3.4%
MONTANA	\$29	\$38	\$40	(\$11)	(\$2)	-27.2%	-5.5%
NEBRASKA	\$38	\$51	\$46	(\$8)	\$5	-17.1%	10.5%
NEVADA	\$13	\$35	\$32	(\$20)	\$2	-60.4%	7.2%
NEW HAMPSHIRE	\$13	\$39	\$26	(\$23)	\$3	-64.5%	9.8%
NEW JERSEY	\$310	\$387	\$367	(\$56)	\$21	-15.4%	5.6%
NEW MEXICO	\$47	\$77	\$119	(\$72)	(\$42)	-60.7%	-35.0%
NEW YORK	\$1,295	\$1,633	\$2,168	(\$873)	(\$535)	-40.3%	-24.7%
NORTH CAROLINA	\$163	\$287	\$267	(\$103)	\$20	-38.8%	7.6%

**Hypothetical Impact In FY 1994, If an AFDC Block Grant Similar to the One the Senate
Finance Mark Had Been Implemented In FY 1990
Comparison with an Adjustment for Children Receiving Food Stamps**

(Millions of Dollars)

State	Hypothetical Block Grant Allocation, FY94 With No Adjustment	Hypothetical Block Grant Allocation, FY94 With F.S. Adjustment	FY 1994 Actual Expenditures	Difference With No Adjustment	Difference With Food Stamp Adjustment	Percentage Change No Adjustment	Percentage Change with Adjustment
NORTH DAKOTA	\$16	\$19	\$22	(\$6)	(\$3)	-28.2%	-14.6%
OHIO	\$524	\$613	\$666	(\$142)	(\$53)	-21.3%	-7.9%
OKLAHOMA	\$94	\$129	\$136	(\$42)	(\$8)	-31.0%	5.7%
OREGON	\$102	\$144	\$153	(\$51)	(\$9)	-33.4%	-5.7%
PENNSYLVANIA	\$490	\$601	\$365	(\$76)	\$30	-13.4%	6.3%
PURTO RICO	\$57	\$56	\$62	(\$5)	(\$6)	-7.3%	-9.5%
RHODE ISLAND	\$51	\$79	\$83	(\$32)	(\$4)	-38.7%	-4.8%
SOUTH CAROLINA	\$80	\$122	\$92	(\$12)	\$30	-12.8%	32.7%
SOUTH DAKOTA	\$17	\$20	\$20	(\$4)	(\$0)	-17.6%	-0.4%
TENNESSEE	\$105	\$158	\$166	(\$61)	(\$9)	-34.9%	-5.3%
TEXAS	\$226	\$366	\$417	(\$191)	(\$52)	-40.7%	-12.4%
UTAH	\$53	\$69	\$66	(\$14)	\$3	-20.9%	4.3%
VERMONT	\$30	\$50	\$42	(\$17)	\$9	-28.4%	20.4%
VIRGIN ISLANDS	\$2	\$2	\$3	(\$1)	(\$1)	-36.8%	-36.7%
VIRGINIA	\$108	\$192	\$147	(\$40)	\$45	-26.9%	30.4%
WASHINGTON	\$238	\$246	\$378	(\$140)	(\$32)	-37.0%	-8.6%
WEST VIRGINIA	\$85	\$154	\$107	(\$17)	\$52	-16.5%	51.5%
WISCONSIN	\$316	\$312	\$291	\$25	\$21	8.5%	7.3%
WYOMING	\$13	\$15	\$19	(\$6)	(\$4)	-30.3%	-20.0%
National Totals	\$10,461	\$14,867	\$14,974	(\$4,513)	(\$107)	-30.1%	-0.7%

* Hypothetical Block Grant Amount equals the amount of Federal dollars each state received in FY 1988 for the following AFDC related programs: AFDC benefits and administration, FAFIS, Emergency Assistance, and JOBS.

* Although JOBS and Child Care programs are included in the Senate Finance's AFDC block grant, these programs did not exist in FY88. To avoid overstating the effect of a block grant, therefore, these programs are also omitted from this analysis.

* Data for calculations was provided by the Office of Financial Management, Administration for Children and Families and is current as of May 22, 1995.

Possible Amendments to Finance Committee Mark

Adjustment Mechanisms:

1. *Adjustment for poor children and partial cost of living:* The block grant shall be increased (a) by 1% for each 1% increase in the number of poor children in the state above the base year for the block grant and (b) by 0.5% for each 1% rise in the CPI. No state's block grant would be reduced below its base level even if child poverty declined. [The Secretary will be responsible for estimating the change in the number of poor children on a timely basis and may use changes in the number of children receiving food stamps as part of creating timely estimates.]
2. *Adjustment for unemployment, child population, and partial cost of living:* Block grant funds shall be adjusted (a) by 5% for each percentage point change in the unemployment rate for the state relative to the base year for the block grant; (b) by 1% for each 1% change in the number of children in the state, and (c) by 0.5% for each 1% increase in the CPI. [State block grants could decline as a result of population losses or dramatic improvements in economic conditions.]
3. *Other Adjustments:* One could do 1 or 2 above without the cost of living adjustments.

Continue State/Federal Funding Partnership:

1. *Simple maintenance of effort:* States will be expected to maintain funding levels at the same level as the base year as a condition of receiving the block grant. States which reduce spending would lose \$.50 to \$1 in Federal funding for each dollar reduction in state effort. (Note this is considerably less than current law because each dollar of state spending is matched with \$1 to \$4 in federal aid. Thus under current law a state reducing spending by \$1 loses \$1 to \$4 in federal aid.)
2. *Continued federal/state match:* Require states to provide a state match using the current formula for AFDC. States are able to draw down benefits up to the maximum determined in legislation.
3. *Child poverty link with partial maintenance of effort:* Each state is provided \$500 per poor child per year plus additional money on a matched basis up to the maximum (established in the basic block grant legislation).
4. *Work fund bonus for maintenance of effort* --In any year where a state maintains its base year level of effort, an additional 10% would be added to the basic block grant for use in placing additional persons in work.

Combined Partnerships and Adjustments:

1. *NGA Plan--State Contingency Fund:* A state could draw down additional funds for cash assistance, work programs, child care, or child protective services *provided* the state has spent as many state dollars in the previous year as they did in the base year. Additional federal funds would be provided as a match at FMAP for additional state funds. The state may not draw down more than 15% of the total allotment unless the state unemployment rate rose more than 3 percentage points. [It might be better to say that the money was available if the number of poor children had increased by more than 10% over the base year]. [Note this proposal offers virtually no incentive for state maintenance of effort.]
2. *State Contingency Fund--*In any year when a state met at least 95% of its base year spending, the federal government would put an additional 10% into a state contingency fund. Money in each state's fund could be accessed under one of three conditions: (a) if unemployment rose by more than 2 points over the base year; (b) if the number of poor children grew by more than 10% funds over the base year; or (c) if the balance in the fund exceeded 25% of the basic block grant, that portion above 25% could be withdrawn at any time.
3. *Child poverty with adjustments:* Each state is provided \$500 per poor child per year plus additional money on a matched basis up to the maximum (established in the basic block grant legislation). The maximum is increased by 1% for each 1% increase in the number of poor children in the state above the base year for the block grant. The per poor child allocation and the maximum are increased by 0.5% for each 1% increase in the CPI.
4. *Other Combinations:* Many other combinations from above are possible.

Making Work, Work

1. *Separate work block grant:* Create a separate fund specifically to be used for activities designed to move people from welfare to work by pulling out the JOBS money from the child assistance block. Work funding could not be used for non-work activities. Work requirements and performance bonuses linked to this block, not the child assistance block.
2. *Workable work standards:* Three types of activities would count as work:
 - o persons who left welfare for work in the past 12 months (and did not return),
 - o persons working at least 20 hours in unsubsidized work while on aid, and
 - o persons working at least 20 hours in subsidized or workfare slots.

States would be expected to meet work standards. The work standard is the number of people in work (as defined above) as a fraction of the average monthly caseload. Work standards would start at 25% and rise to 60% of the caseload.

3. *Performance bonus for high levels of work:* A separate bonus fund would be set up with additional funds starting at \$200 million and rising to \$1 billion. States which exceed the standard could get up to 25% in bonuses. States which fail to meet the work standards would lose up to 25% of their work funding and the money withheld would be placed in the bonus pool. In addition, bonuses could be paid for dramatic improvements in work performance or for other work based achievements as determined by the Secretary.

4. *Separate bonuses for types of work activities:* [One could separately reward different types of work activities with special bonuses. For example, placements in jobs which keep people off welfare for a year could get a high bonus. Or subsidized work opportunities at greater than 30 hours per week could qualify for a higher bonus].

EQUALIZATION AMENDMENT

Block grant funds will be distributed on the basis of the number of poor children in the state determined by (food stamp recipients or every three years by averaging CPS data or something). For fiscal years 1996 through 2000, no state will receive less in federal funds than 95 percent of the federal funds it received in FY 1994.

Variant (if the block grant includes at least AFDC administration and/or EA and JOBS money in addition to benefit payments): No state will receive less than it received in 1994 for the federal share of AFDC benefit payments (variant: plus 75 percent or something of what it received in federal funds for the other components of the block).

The logic here is that the states are claiming that they can achieve great savings, especially on the administrative side, through the block grant, so it makes sense to expect the better off states to make do with a slightly reduced grant, especially if it's couched as a reduction in administration. This would free up some money for equalization. It would also establish the principle that distribution is meant to be on the basis of need, which might conceivably allow more equalization in later years. It's simple enough that everybody ought to be able to understand it. Finally, it ought to generate a whopping good formula fight.

Add UNBA proposal
- operationalize

(Rainy Day not a loan but a grant
- triggers

I see 3 big issues:

1. Need to protect and increase money for work and child care programs
2. Need to maintain current state and federal partnership in form of match/maintenance of effort.
3. Need to eliminate mean restrictions for children.

Create two block grants:

Children First (or Family Support or Family Protection) Block Grant:

- o Money to be used by states to help support and improve the well-being of poor children. Money could be used for activities designed to support and enhance the income of poor families. These could include wage subsidies, transitional benefit payments, and other subsidies. At least 90% of the money must go to actually increasing incomes of poor families. Otherwise no restrictions.
- o Formula allocated as follows: Each state is provided \$500 per poor child per year plus states can receive additional money on a matched basis with the maximum based on past federal spending. Any federal money unspent in a given year is used to increase the per poor child allowance for all states in the subsequent year. States receiving more money than under current law are required to maintain effort. [Could have the \$500 rise with inflation. Could start lower and have rise with inflation.]
- o Each state's maximum is adjusted upward by 5% for each percentage point the state's unemployment rate exceeds 6% and by 1% for each 1% increase in the number of children in the state.

Work First Block Grant:

- o Money to be used for activities designed to move people from welfare to work.
- o Performance based award, with clear performance goals focussed on work. Basic performance measure: # of people who have left welfare for work in past 12 months plus # who are working while on welfare (including in workfare, subsidized work, etc. at least 20 hours) divided by the number of person on welfare. Gradually escalating work standards ultimately reaching 65%.
- o Initial allocation based on current JOBS formula. No match required. Up to 25% increase or decrease in funds if states do better or worse than basic standards.

5/13/95

- Sep. work \$
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bonus

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Bonus Options

- (1) **Conrad Plan.** States receive a bonus based on the number of cases who leave welfare for work and who work at least 20 hours per week while on welfare (above the FY 1996 levels in each State). The total pool of bonus money would be capped at \$200 million in FY97 and increase to \$1 billion in FY01. If the cap was exceeded, each state's bonus payment would be prorated to keep the total payments within the cap. The legislative language would give the Secretary the authority to collect the data using random samples.
 - The bonus for each recipient (above the baseline percentage) leaving welfare for employment would be equal to 6 times the federal share of the state's average cash benefit. Half the bonus would be paid if the individual were still employed after 3 months, and the other half if they were still employed after 6 months.
 - The bonus for each recipient (above the baseline percentage) working while on assistance would be 3 times the average federal benefit savings from a recipient entering a 20-hour per week minimum wage position in the state.
- (2) **Daschle Plan.** Details are not specified. In current draft, states would receive a bonus for each individual employed more than 25 hours per week once the state exceeds x% of recipients working today. In order to qualify for a bonus in subsequent years, a x% increase would be required above the prior year. Larger bonuses would be paid for individuals working full-time. The basic bonus would be the federal share of the benefit for the duration of employment (up to 9 months). Bonus money would be paid in 3 installments (after 3, 6, and 9 months). At the moment, the funding level of the bonus pool is not specified.
- (3) **Measuring Combiners and Leavers Against the National Average.** Use the Conrad plan, except measure increases above the national average. By using the national average as the baseline, this would not penalize states who currently have high rates of leavers and combiners.
- (4) **Rewarding States on Overall Performance on a Range of Outcome and Process Measures.** States are given a "score" for how well they perform on each of a range of outcome and process performance measures. States would be given a bonus payment based on their overall score. Measures that are considered more desirable would worth more points. As an illustration, states could receive points for the proportion of individuals on their caseload that achieved the following statuses: leaving welfare for work (4 points), leaving welfare but not for work (3 points), combining welfare and unsubsidized employment (3 points), participating in work experience (2 points), participating in education and training (1 point), etc. The details of this system need work -- the legislative language would have to be kept simple with authority to design the system left to the Secretary (in consultation with others). This would give states some flexibility in deciding how to meet the performance standards and would lessen tendency of rewarding states with good economies. (This option suggested by MDRC.)
- (5) **Changing the FMAP for Benefit Payments.** The benefit FMAP would be increased for individuals who are working:

- The AFDC benefit matching rate for families who combined work and welfare would be set at FMAP+ 5-10 percentage points.
 - For the number of individuals who leave welfare for work, the FMAP would be increased by 5-10 percentage points for that number of individuals on the caseload (using the average benefit level in the state).
 - This option could be done for increases above a national average, a set percentage, or performance in a specified year.
- (6) **Using broader measures of performance.** States would receive bonus payments for performance on measures that were not as welfare-specific. Potential measures include: child poverty rate (as defined by WAS), percentage reduction in the poverty gap, percentage of families working and below poverty line with children, inverse of the percentage of families with over 75 percent of income from welfare sources, and percentage of children who are living with both parents or who have paternity established and are receiving some economic support from the non-custodial parent.

C. POTENTIAL OUTCOME MEASURES:

Rather than determining an absolute level, performance would be based on whether the state exceeded its performance in the past year. It may be better to have a range of measures, so any one measure did not have undue influence. States would be judged on overall performance.

The following measures will be influenced by the composition of the state's welfare caseload. Since states could have control over their own eligibility criteria and benefit levels, and these could change them over time, these measures could be more problematic.

- Proportion of recipients who obtain unsubsidized employment (both full-time or part-time). This would include both those who left and remained on assistance.
- Duration of welfare spells.
- Percent who leave welfare for work.

Percent of female-headed households where public assistance income exceeds 50 percent of total income. [*This may give states an incentive to lower benefits, however.*]

The following measures are not directly tied to welfare receipt, and thus may be less susceptible to differences across states in the composition of their welfare caseload.

- Employment rate or earnings levels of single-parent households.
- Percent of children in poverty.
- Percent of teens (or teen parents) who graduate from high school.
- Percent of poverty gap that is closed. Percent of poor served.

POTENTIAL PENALTIES AND BONUSES:

- Establish pool of bonus money for states when they meet a given standard. Funds would be usable for only certain purposes (i.e. child care, welfare-to-work programs, child support).
- If block grant:
 - reduce block grant by up to 5 percent for not meeting standard.
 - require state match for certain portion of the block grant.
 - require state to develop plan (to be approved by Secretary) regarding how they will improve.
- If AFDC entitlement, reduce federal AFDC payments by up to 5 percent.

Possible Amendments to the Finance Committee Mark

It is anticipated that the Finance Committee welfare reform mark will include provisions that would repeal the AFDC program in lieu of a block grant. The following are possible amendments that could be made to such a block grant proposal in order to ensure that states continue to provide adequate resources to programs for needy families, and that an adequate amount of federal funding is available for such programs.

State Maintenance of Effort Requirements

- Same as variations*
1. Require states to maintain certain funding levels for programs (FY 1994 or average of FYs 1992 through 1994) to provide assistance to needy families as a condition of receiving federal block grant dollars. For example, states that lower spending would face a reduction of \$0.50 to \$1.00 dollars in federal dollars for each dollar below prior effort.
 2. Require states to provide a state match, using current AFDC match rate formula. States would be able to draw up to their full block grant allocation, depending on how much they spend in state dollars.
 3. Change the interaction between AFDC and food stamps. Specify that AFDC is not to be counted as income under the Food Stamp program. States that increase AFDC benefits would not experience a corresponding decrease in food stamp dollars.
Conversely, states that lower benefits would receive a lower block grant amount to offset additional food stamp dollars that would be paid to states. This would be done on the basis of numbers.
 4. Same as #3 above, except provision would not be stated in terms of food stamp dollars. Federal government would pay (subtract) 50 percent of benefit increases (decreases) relative to May, 1995 AFDC benefit levels. This would be calculated as a weighted average (across families) of benefit levels versus May, 1995 levels.
 5. Apportion block grant dollars according to per capita spending by the state. States would only be *entitled* to a small portion of the available block grant dollars and must "earn" the remaining federal dollars by either drawing down federal funding at a specified match rate, meeting certain performance measures, or both. States that fail to meet minimal standards would only be eligible for the initial portion of the block grant.

Adjusting the Block Grant for Demographic and Other Changes

1. Change in the number of children receiving food stamps -- if FS is still an entitlement. For example, the Family Preservation program uses the average monthly number of children receiving food stamps based upon the average for the three most recent fiscal years preceding the fiscal year for which the state's allotment is calculated for which data are available. Plus:
 - (a) #4 from above; or
 - (b) plus 50 percent of the CPI; or
 - (c) options (a) and (b) above could be coupled with hold-harmless at FY 1994 or FY 1995 levels
2. Make the National Rainy Day fund a grant, rather than a loan. Increase funding for transitional assistance and child care.

Possible Amendments — continued

page 2

3. NGA proposal: A state option contingency fund that could be used for cash assistance, work programs, child care, or child protection services. Federal funds would be provided as a match at the FMAP. States could only access the funds in a given year if, in the previous year, they spent as much state dollars on the block grant activities *in the aggregate* as they spent in FY 1994. A state could not draw down more than 15 percent of its total allotments under the three block grants unless the unemployment rate increased substantially in the state.
4. Unemployment: If the rate of unemployment in a state equals or exceeds the total unemployment rate trigger for extended unemployment compensation increase the state's allocation by the same amount.
5. Change in child population or child poverty population. Do not reduce funds to states that lose population.

AMENDMENTS AND SUBSTITUTES TO H.R. 4, PERSONAL RESPONSIBILITY ACT

AMENDMENT	SPONSOR	BRIEF DESCRIPTION	VOTE
1	Archer	technical corrections	passed 228-203
2	Talent Archer En Bloc	Sense of Congress-high rate of out of wedlock births	passed 249-177
3	Talent	stronger work requirements	defeated 96-337
4	Hyde Archer En Bloc	no funds can be used for medical services (abortions)	passed 249-117
5	Kleccka	prohibit transfer title I rainy day fund to state general treasury	passed by voice vote?
6	Talent Archer En Bloc	increases work participation rates	passed 249-177
7	Bunn	states may provide vouchers for purchase of certain commodities	passed 351-81
8	Smith (NJ)	modifies family cap to allow vouchers for children born to families receiving assistance	passed 352-80
9	Wyden	insure consideration given to relatives when making foster care or adoption payments	passed by voice vote
10	Smith (TX) Archer En Bloc	CPBG-CAPTA religious exemption	passed 249-177
11	Woolsey Ramstead	CPBG-reinstate clearinghouse and hotline on missing and runaway children	passed by voice vote
12	Burton Archer En Bloc	CPBG-sufficient funds for adoption assistance	passed 249-177
13	Johnson (CT)	CCBG-increase by \$160 M each year for FY 96-2000	passed by voice vote

Reconmit

205-228

3-227

201-1

225-5

9-193

234-199

FINAL PASSAGE

14	Cunningham Archer En Bloc	CCBG-equitable participation on military installations	passed 249-177
15	Roukema	NBG-cost-containment systems for infant formula	passed by voice vote
16	Gunderson Archer En Bloc	NBG-allows USDA Sec. to add additional reporting requirements	passed 249-177
17	Cunningham	not offered	
18	Ros- Lehtinen/ Diaz-Balart	Legal residents who can't take exam due to disb. are <u>not</u> denied Fed. benefits	passed by voice vote
19	Ros- Lehtinen/ Diaz-Balart	Same as 18, except it precludes denial of state & local benefits	No Action
20	Moran	Limited Fed. Housing assistance preference for welfare families in work programs	Not Agreed To 35-395
21	Traficant	Photos to be added to EBT cards in States using EBT cards for Food Stamps	Passed by voice vote
22	Coburn	Reduces EBT start-up costs, deters fraud, & ensures Food Stamps used only for food	Passed by voice vote
23	Roberts (KS) Archer En Bloc	adds criminal forfeiture authority to action of DOJ and USDA in prosecuting violators of Food Stamp Act	passed 249-177
24	Upton	Those who do not pay child support prohibited from Food Stamp program	Passed by voice vote
25	Hostettler	Block grant food assistance funds to states based on needs of state population & limit admin. costs to 5% of grant	Not Agreed To 114-316

26	Blute/ Lipinski & Johnson	Prohibits welfare, FS & SSI to fugitives & allows agencies to share info with police; Prohibits welfare, FS and SSI to parents for children who are temp. absent	Passed by voice vote
27	Zimmer Archer En Bloc	ensure 10 year penalty covers major means-tested programs	passed 249-177
28	Shaw Archer En Bloc	establish centralized disbursement center	passed 249-177
29	Dunn Archer En Bloc	require SSN on death certificates	passed 249-177
30	Salmon, Waldholtz & Torkildsen	Allows liens on property for past-due child support	passed 433-0
31	Roukema	States to design procedures to revoke various types of licenses for parents delinquent in child support payments McCrery voted present in committee, supports it on the floor.	passed 426-5
32	Deal	subotitute	205-228 1 Rep. voted yea. No Dem voted nay.
33	Mink	substitute	

Roll No. 255

Time FINAL

QUESTION:
Agreeing to the Resolution
III TITLE:

Providing for the further consideration of H.R. 4:
Personal Responsibility Act of 1995

H RES 119
YEA-AND-NAY

	Yea	Nay	Pres	Not Voting
Republican	214	15		1
Democratic	3	195		5
Independent		1		
Totals	217	211		7

Time Remaining FINAL

0

- Y Brewster
- Y Condit
- Y Deal

Roll 255 3 Democrats Yea

- | | | |
|----------------|----------------|---------------|
| N Abercrombie | N Clay | N Doyle |
| N Ackerman | N Clayton | N Durbin |
| N Andrews | N Clement | N Engel |
| N Baesler | N Clyburn | N Eahoo |
| N Baldacci | N Coleman | N Evans |
| N Barcia | N Collins (IL) | N Farr |
| N Barrett (WI) | N Collins (MI) | N Fattah |
| N Becerra | N Conyers | N Fazio |
| N Beilenson | N Costello | N Fields (LA) |
| N Bentsen | N Coyne | N Filner |
| N Berman | N Cramer | N Flake |
| N Beville | N Danner | N Foglietta |

N Bishop
N Honior
N Borski
N Boucher
N Brown (CA)
N Brown (FL)
N Brown (OH)
N Bryant (TX)
N Cardin
N Chepman
11 255 195 Democrats May

N de la Garza
N DeFazio
N DeLauro
N Dellums
N Deutsch
N Dicks
N Dingell
N Dixon
N Doggett
N Dooley

N Ford
N Frank (MA)
N Frost
N Furse
N Gejdenson
N Gephardt
N Geren
N Gibbons
N Gonzalez
N Gordon

N Green
N Gutierrez
N Hall (OH)
N Hall (TX)
N Hamilton
N Harman
N Hastings (FL)
N Hayes
N Hefner
N Hilliard
N Hinchey
N Holden
N Hoyer
N Jackson-Lee
N Jacobs
N Jefferson
N Johnson (SD)
N Johnson, E. B.
N Johnston
N Kanjorski
N Kaptur
N Kennedy (MA)
11 355 195 Democrats May

N Kennedy (RI)
N Kennelly
N Kildee
N Kleczka
N Klink
N LaFalca
N Lantos
N Laughlin
N Levin
N Lewis (CA)
N Lincoln
N Lipinski
N Lofgren
N Lowey
N Luther
N Maloney
N Manton
N Markey
N Martinez
N Mascara
N Matsui
N McCarthy

N McDermott
N McHale
N McKinney
N McNulty
N Meehan
N Menendez
N Mfune
N Miller (CA)
N Mineta
N Mink
N Moakley
N Mollohan
N Montgomery
N Moran
N Murtha
N Neal
N Oberstar
N Obey
N Oliver
N Ortiz
N Orton
N Owens

N Pallone
N Parker
N Pastor
N Payne (NJ)
N Payne (VA)
N Pelosi
N Peterson (FL)
N Peterson (MN)
N Pickett
N Pomeroy
N Poshard
N Rahall
N Rangel
N Reed
N Reynolds
N Richardson
N Rivers
N Roemer
N Rose
N Roybal-Allard
N Rush
N Sabo
11 355 195 Democrats May

N Sawyer
N Schroeder
N Schumer
N Scott
N Serrano
N Sisisky
N Skaggs
N Skelton
N Slaughter
N Spratt
N Stark
N Stenholm
N Stokes
N Studds
N Stupak
N Tanner
N Tausin
N Taylor (MS)
N Tejada
N Thompson
N Thornton
N Thurman

N Torricelli
N Towns
N Traficant
N Tucker
N Velazquez
N Vento
N Visclosky
N Volkmer
N Ward
N Waters
N Watt (NC)
N Waxman
N Williams
N Wilson
N Wise
N Woolsey
N Wyden
N Wynn
N Yates

Browder
Edwards
Meek
Ninge
Nadler
Torres

roll 255 6 Democrats Not Voting

Page 1

- N Sanders

Roll 255 1 Independents

Page 1

Y Allard	Y Bryant (TN)	Y Crapo
Y Archer	Y Bunning	Y Creans
Y Arney	Y Burr	Y Cabin
Y Bachus	Y Burton	Y Cunningham
Y Baker (CA)	Y Buyer	Y Davis
Y Baker (LA)	Y Callahan	Y DeLay
Y Ballenger	Y Calvert	Y Doolittle
Y Barr	Y Camp	Y Dornan
Y Harrett (NE)	Y Castle	Y Dreier
Y Hartlett	Y Chabot	Y Duncan
Y Bass	Y Chambliss	Y Dunn
Y Bateman	Y Chenoweth	Y Ehlers

Y Berenteur
 Y Bilbray
 Y Bilirakis
 Y Billey
 Y Blute
 Y Boehlert
 Y Boehner
 Y Bonilla
 Y Bone
 Y Brownback
 Li 255 214 Republicans Yea

Y Christensen
 Y Chrysler
 Y Clinger
 Y Coble
 Y Coburn
 Y Collins (GA)
 Y Combust
 Y Cooley
 Y Cox
 Y Crane

Y Ehrlich
 Y Emerson
 Y English
 Y Ensign
 Y Everett
 Y Ewing
 Y Fawell
 Y Fields (TX)
 Y Flanagan
 Y Foley

Y Forbes
 Y Fowler
 Y Fox
 Y Franks (CT)
 Y Franks (NJ)
 Y Freilinghuysen
 Y Frisa
 Y Funderburk
 Y Gallegly
 Y Ganske
 Y Gekas
 Y Gilchrist
 Y Gilmer
 Y Gilman
 Y Gingrich
 Y Goodlatte
 Y Goodling
 Y Goss
 Y Graham
 Y Greenwood
 Y Gunderson
 Y Gutknecht
 Li 255 214 Republicans Yea

Y Hancock
 Y Hansen
 Y Hastert
 Y Hastings (WA)
 Y Hayworth
 Y Hefley
 Y Heineman
 Y Berger
 Y Hilleary
 Y Hobson
 Y Hoekstra
 Y Hoke
 Y Horn
 Y Hostettler
 Y Houghton
 Y Hunter
 Y Hutchinson
 Y Inglis
 Y Istook
 Y Johnson (CT)
 Y Johnson, Sam
 Y Jones

Y Kasich
 Y Kelly
 Y Kim
 Y Kingston
 Y King
 Y Knollenberg
 Y Kolbe
 Y Largent
 Y Latham
 Y LaTourrette
 Y Laxie
 Y Leach
 Y Lewis (CA)
 Y Lewis (KY)
 Y Lightfoot
 Y Linder
 Y Livingston
 Y LoBiondo
 Y Longley
 Y Lucas
 Y Manzullo
 Y Martini

Y McColium
 Y McCrery
 Y McHugh
 Y McInnis
 Y McIntosh
 Y McKeon
 Y Metcalf
 Y Meyers
 Y Mica
 Y Miller (FL)
 Y Molinari
 Y Moorhead
 Y Morella
 Y Myers
 Y Myrick
 Y Nethercutt
 Y Neumann
 Y Ney
 Y Norwood
 Y Nussle
 Y Oxley
 Y Packard
 Roll 255 214 Republicans Yea

Y Paxon
 Y Petri
 Y Pombo
 Y Porter
 Y Portman
 Y Pryce
 Y Quillen
 Y Quinn
 Y Radanovich
 Y Ramstad
 Y Regula
 Y Riggs
 Y Roberts
 Y Rogers
 Y Rohrabacher
 Y Roth
 Y Roukema
 Y Royce
 Y Salmon
 Y Sanford
 Y Saxton
 Y Scarborough

Y Schaefer
 Y Schiff
 Y Shadegg
 Y Shaw
 Y Shuster
 Y Sikes
 Y Smith (MI)
 Y Smith (TX)
 Y Smith (WA)
 Y Solomon
 Y Souder
 Y Spence
 Y Stearns
 Y Stockman
 Y Stump
 Y Talent
 Y Tate
 Y Taylor (NC)
 Y Thomas
 Y Thornberry
 Y Tiahrt
 Y Torhildsen

- Upton
- Waldholtz
- Walker
- Walsh
- Wamp
- Y Watts (OK)
- Y Weldon (FL)
- Y Weldon (PA)
- Y Weller
- Y White
- Y Whitfield
- Y Wicker
- Y Wolf
- Y Young (AK)
- Y Zeliff
- Y Zimmer

Roll 255 214 Republicans Yea

Page 4

- N Barton TX
- N Bunn OR
- N Canady FL
- N Diaz-Balart FL
- N Dickey AR
- N Hyde IL
- N King NY
- N LaHood IL
- N McDade PA
- N Ros-Lehtinen FL
- N Sensenbrenner WI
- N Shays CT
- N Smith (NJ) NJ
- N Vucanovich NV
- N Young (FL) FL

Roll 255 15 Republicans Nay

Page 1

Seastrand

**AMENDMENTS MADE IN ORDER UNDER THE RULE
H.R. 4 -- PERSONAL RESPONSIBILITY ACT**
(listed in the order they will appear in the report)

228-205

228-1 GCP

208-0 De

1-0

Passed 228-203

Archer (TX) -- Technical corrections.

Passed (1)

Talent (MO) #50 -- Restores Sense of Congress language from original Personal Responsibility Act which documents societal effects of the current high rate of out of wedlock births.

Rejected 96-337

Talent (MO) #63 -- Amends the state plan requirement to provide for stronger work requirements.

(2)

Hyde (IL) #61 -- Adds language to Sec.403 of the bill to ensure that no funds under the bill can be used for medical services.

Passed
voice

3.

Kluczka (WI) #107 -- Prohibits states from transferring funds from the Title I state rainy day fund to the state general treasury, even after 120 percent of the allotment has been accumulated.

(4)

Talent (MO) #45 -- Increases work participation rates.

Passed
351-81

7.

Talent (MO) #47 -- Amends the prohibition on the provision of cash aid to unmarried mothers under age 18 to clarify the States may provide vouchers for the purchase of certain commodities. *Accept cash assistance in cash.*Passed
352-81

8.

Smith (NJ) #23 -- Modifies the "family cap" provision in the bill by giving states the option to provide vouchers for children born to families receiving assistance.

Passed by
voice

9.

Wyden (OR) #42 -- To insure that states give consideration to relatives when making foster care or adoption payments.

(10)

Smith (TX) #134 -- Allows the state to determine in their definitions of child abuse and neglect what is proper health care for a child.

Passed by
voice

11.

Woolsey (CA) #161 -- Relocates the authority for the Clearinghouse and Hotline on Missing and Runaway Children back to the agency where it currently exists.

(12)

Burton (IN) #48 -- Sense of Congress to strongly urge states to allow sufficient funds under the Child Protection Block Grant towards adoption assistance in order to encourage families to adopt children and expeditiously place children in permanent homes.

Passed by
voice

13.

Johnson (CT)/Pryce (OH)/Dunn(WA)/Waldholtz (UT) #146 -- Title II Authorized amount of money for the child care block grant is increased by \$160 million each year for fiscal years 1996-2000, for a total increase in authorization of \$750 million over 5 years.

1. **Cunningham (CA) #128** -- Provides for the equitable participation of child care programs located on military installations and operated by the Department of Defense in child care food programs operated in each state.
1. **Roukema (NJ) #154** -- Requires States to carry out cost-containment systems for infant formula included in food packages provided under the Family nutrition block grant.
1. **Gunderson (WI) #133** -- Modifies language in the bill which allows the Secretary of Agriculture to add additional reporting requirements to those already required under the Family Nutrition and School-Based Nutrition Block Grants.
1. **Cunningham (CA) #19** -- Relating to approved applicants for naturalization.
1. **Ros-Lehtinen (FL)/ Diaz-Balart (FL) #2** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied Federal public benefits.
1. **Ros-Lehtinen (FL)/ Diaz-Balart (FL) #4** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied state and local public benefits.
2. **Moran (VA) #26** -- Would give families that participate in a welfare reform work program priority preference for federal housing assistance. It would be transitional and limited to no more than 5 years per family.
2. **Traficant (OH) #25** -- Directs those states using an electronic benefit transfer card to include a photograph of the members of the household to which the food stamp card is issued.
2. **Coburn (OK) #142** -- Amends the single-year, cost-neutral rule to allow states more flexibility in implementing an Electronic Benefit Transfer; clarifies the measures a state must take to ensure maximum protection from fraud and abuse; and establishes a target date for states to electronically distinguish eligible food items from non-eligible food items.
2. **Roberts (KS) #90-B** -- Adds criminal forfeiture authority to the actions of the DOJ and USDA in prosecuting violators of the Food Stamp Act.
2. **Upton (MI) #136** -- Prohibits anyone who fails to pay child support from receiving food stamp assistance.
2. **Hostettler (TN) #21** -- Block grant funds to the states based on the population of economically disadvantaged person in the state; require all grant funds to be used for food assistance; restricts administrative costs to 5% of the grant.
2. **Blute (MA)/Lipinski (IL) #77** -- Prohibits fugitive felons from receiving benefits from three welfare programs and amends current law to allow social service agencies to share certain information with law enforcement officials. Prohibits benefits to parents or other caretaker relative for a child that is temporarily absent from home.

Rejected

Passed by voice

Rejected

27. **Zimmer (NJ) #38** -- Clarifies the intent of the Ways and Means Committee language to ensure that the 10 year penalty covers the major means-tested programs in the Act and to clarify that the denial can be imposed administratively by states and not solely as a result of court convictions, as is consistent with current law.

28. **Shaw (FL) #126** -- Establishes a centralized disbursement center.

29. **Dunn (WA) #108** -- Adds a provision requiring that the Social Security number of the deceased be recorded upon the issuance of a death certificate. COMMENTS: SLNEMWOO

Passed
4230

30. **Salmon (AZ)/Waldholtz (UT)/Torkildsen (MA) #52** -- Allows liens for past-due child support to attach to property automatically, without registration of original child support order, in the state in which the property is located.

Passed
426-5

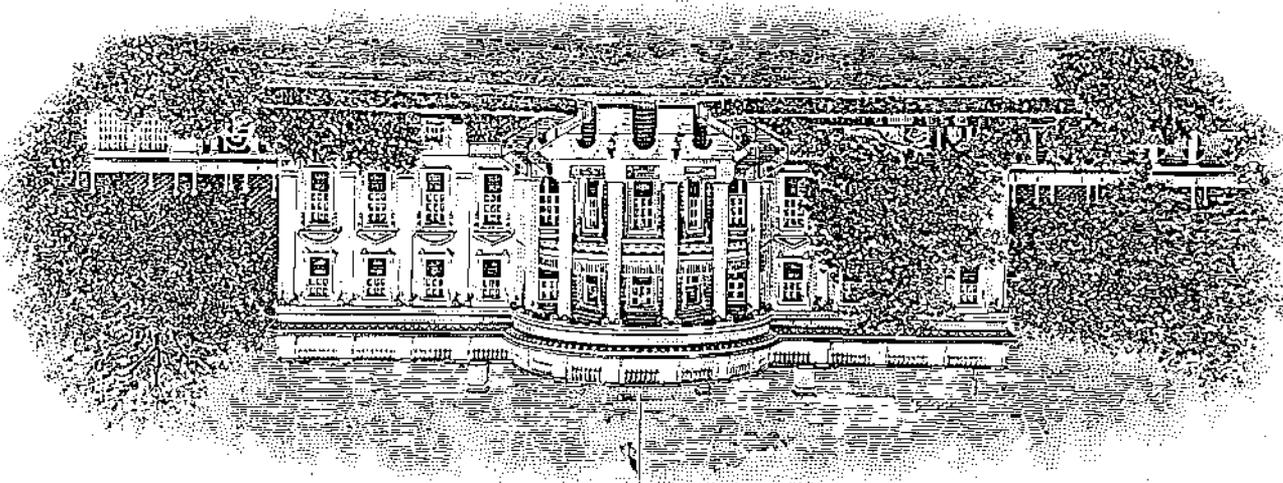
31. **Roukema (NJ) #70** -- Requires states to adopt procedures of their own design and choosing under which parents who are delinquent in child support payments face the prospect of having a license (drivers, professional, occupational, etc) withheld, suspended or restricted. FROM: OHd

224-2
199-3

FAX #: PHONE:

TO: DATE: TIME:

FAX COVER SHEET



THE WHITE HOUSE
WASHINGTON, DC 20500

104th Congress
1st Session

H. RES. _____

H.R. 4 -- PERSONAL RESPONSIBILITY ACT OF 1995
(Part 2 rule for amendment process)

1. Provides for adoption in the House and Committee of the Whole of an amendment in the nature of a substitute consisting of the text of H.R. 1214, and for the bill as so amended to be considered an original bill for the purpose of amendment, and to be considered as read.
2. Makes in order only amendments printed in the Rules Committee report, en bloc combinations thereof, and amendments specified in the rule, which shall be considered as read.
3. Provides for the consideration of amendments made in order only if offered in the order specified in the report, by the Member designated, subject to 20 minutes of debate each (except one pro forma amendment per amendment for debate purposes offered by the chairman and ranking minority member of the Ways and Means Committee or their designee), equally divided between the proponent and an opponent, and not subject to amendment or to a demand for a division of the question -- unless otherwise provided for by the rule.
4. Waives all points of order against amendments made in order.
5. Provides that it shall be in order at any time for the chairman of the Committee on Ways and Means or a designee to offer amendments en bloc consisting of amendments not previously disposed of printed in the Rules Committee report or germane modifications thereof, which may include a perfecting amendment to text proposed to be stricken by such an amendment.
6. Provides that amendments offered en bloc shall be considered as read (except that modifications shall be reported), and shall be debatable for 20 minutes equally divided between the chairman and ranking minority member of the Ways and Means Committee or their designees.
7. Permits the original proponent of an amendment included in an en bloc amendment to insert a statement in the Congressional Record immediately prior to the disposition of the amendments en bloc.

8. Permits the chairman of the Committee of the Whole to postpone until a time during further consideration in the Committee of the Whole a request for a recorded vote on any amendment made in order by the rule, and to reduce to five minutes the time for voting on any such postponed question following the first such vote if there is no intervening business.
9. Permits the chairman of the Committee of the Whole to recognize for the consideration of any amendment made in order by the rule out of the order printed, provided it is not sooner than one hour after the chairman of the Ways and Means Committee or a designee announces from the floor a request to that effect.
10. Following the disposition of the amendments offered printed in the Rules Committee report and any en bloc combinations thereof, it shall be in order to consider three amendments in the nature of a substitute if offered by the named proponent or a designee, if offered in the following order, subject to one hour of debate each: (a) an amendment consisting of the text of H.R. 1267 by Representative Deal of Georgia; (b) an amendment consisting of the text of H.R. 1250 by Representative Mink of Hawaii; and (c) an amendment consisting of the text of the bill as amended prior to the consideration of the three substitutes if offered by the chairman of the Ways and Means Committee or a designee.
11. The amendments shall not be subject to amendment except that the third amendment may be subject to any amendment printed in the report not previously offered, but subject to the same terms and conditions for debate and consideration out of order, including the one-hour pre-notification requirement.
12. If more than one amendment in the nature of a substitute is adopted, the one receiving the most affirmative votes shall be considered as finally adopted and reported to the House; in the case of a tie, the last such amendment adopted receiving the most votes shall be reported.
13. Provides that a separate vote may be demanded in the House on any amendment adopted to the bill as amended or incorporated in the third amendment in the nature of a substitute if it is not replaced by another substitute.
14. Provides one motion to recommit, with or without instructions.

Tiring - closure on Telecom → ^{with} Bosnia Thurs. or Monday
- Mt Chase Smith - Friday
- possible Faircloth filibuster

GOP good on MOE

Moyahon - Conrad - Daschle - Harkin?

Tier One

treasury work bonus

C. care - Dodd - Ken - Hatch - Kasse - ~~Tell~~ - ~~Hands~~

Conrad - Nichols - teen movies

~~MOE~~ - Poreaux + GOP mod.

Tier Two

Harkin - PR Contract

Bradley - unfunded mandates to counties
- equal treatment / M. world

Moyahon - evaluation

Moyahon - 5 of 10 - work grant

Moyahon - Roving Day Fund / ~~AT~~
- Deering

[Contingency Fund ??]

Formula-fight - 36 state winners

Not this wk

- Probs from L & R

- Marion Wright / Al From

Moyahon
Conrad / Harkin
Daschle last

**104th Congress
1st Session**

H. RES. _____

**H.R. 4 -- PERSONAL RESPONSIBILITY ACT OF 1995
(Part 2 rule for amendment process)**

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14. Provides one motion to recommit, with or without instructions.

**AMENDMENTS MADE IN ORDER UNDER THE RULE
H.R. 4 -- PERSONAL RESPONSIBILITY ACT
(listed in the order they will appear in the report)**

1. Archer (TX) -- Technical corrections.
2. Talent (MO) #50 -- Restores Sense of Congress language from original Personal Responsibility Act which documents societal effects of the current high rate of out of wedlock births.
3. Talent (MO) #63 -- Amends the state plan requirement to provide for stronger work requirements.
4. Hyde (IL) #61 -- Adds language to Sec.403 of the bill to ensure that no funds under the bill can be used for medical services.
5. Kleczka (WI) #107 -- Prohibits states from transferring funds from the Title I state rainy day fund to the state general treasury, even after 120 percent of the allotment has been accumulated.
6. Talent (MO) #45 -- Increases work participation rates.
7. Talent (MO) #47 -- Amends the prohibition on the provision of cash aid to unmarried mothers under age 18 to clarify the States may provide vouchers for the purchase of certain commodities.
8. Smith (NJ) #23 -- Modifies the "family cap" provision in the bill by giving states the option to provide vouchers for children born to families receiving assistance.
9. Wyden (OR) #42 -- To insure that states give consideration to relatives when making foster care or adoption payments.
10. Smith (TX) #134 -- Allows the state to determine in their definitions of child abuse and neglect what is proper health care for a child.
11. Woolsey (CA) #161 -- Relocates the authority for the Clearinghouse and Hotline on Missing and Runaway Children back to the agency where it currently exists.
12. Burton (IN) #48 -- Sense of Congress to strongly urge states to allow sufficient funds under the Child Protection Block Grant towards adoption assistance in order to encourage families to adopt children and expeditiously place children in permanent homes.
13. Johnson (CT)/Pryce (OH)/Dunn(WA)/Waldholtz (UT) #146 -- Title II Authorized amount of money for the child care block grant is increased by \$160 million each year for fiscal years 1996-2000, for a total increase in authorization of \$750 million over 5 years.

14. **Cunningham (CA) #128** -- Provides for the equitable participation of child care programs located on military installations and operated by the Department of Defense in child care food programs operated in each state.
15. **Roukema (NJ) #154** -- Requires States to carry out cost-containment systems for infant formula included in food packages provided under the Family nutrition block grant.
16. **Gunderson (WI) #133** -- Modifies language in the bill which allows the Secretary of Agriculture to add additional reporting requirements to those already required under the Family Nutrition and School-Based Nutrition Block Grants.
17. **Cunningham (CA) #19** -- Relating to approved applicants for naturalization.
18. **Ros-Lehtinen (FL)/ Diaz-Balart (FL) #2** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied Federal public benefits.
19. **Ros-Lehtinen (FL)/ Diaz-Balart (FL) #4** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied state and local public benefits.
20. **Moran (VA) #26** -- Would give families that participate in a welfare reform work program priority preference for federal housing assistance. It would be transitional and limited to no more than 5 years per family.
21. **Traficant (OH) #25** -- Directs those states using an electronic benefit transfer card to include a photograph of the members of the household to which the food stamp card is issued.
22. **Coburn (OK) #142** -- Amends the single-year, cost-neutral rule to allow states more flexibility in implementing an Electronic Benefit Transfer; clarifies the measures a state must take to ensure maximum protection from fraud and abuse; and establishes a target date for states to electronically distinguish eligible food items from non-eligible food items.
23. **Roberts (KS) #90-B** -- Adds criminal forfeiture authority to the actions of the DOJ and USDA in prosecuting violators of the Food Stamp Act.
24. **Upton (MI) #136** -- Prohibits anyone who fails to pay child support from receiving food stamp assistance.
25. **Hostettler (IN) #21** -- Block grant funds to the states based on the population of economically disadvantaged person in the state; require all grant funds to be used for food assistance; restricts administrative costs to 5% of the grant.
26. **Blute (MA)/Lipinski (IL) #77** -- Prohibits fugitive felons from receiving benefits from three welfare programs and amends current law to allow social service agencies to share certain information with law enforcement officials. Prohibits benefits to parents or other caretaker relative for a child that is temporarily absent from home.

27. **Zimmer (NJ) #38** -- Clarifies the intent of the Ways and Means Committee language to ensure that the 10 year penalty covers the major means-tested programs in the Act and to clarify that the denial can be imposed administratively by states and not solely as a result of court convictions, as is consistent with current law.
28. **Shaw (FL) #126** -- Establishes a centralized disbursement center.
29. **Dunn (WA) #108** -- Adds a provision requiring that the Social Security number of the deceased be recorded upon the issuance of a death certificate.
30. **Salmon (AZ)/Waldholtz (UT)/Torkildsen (MA) #52** -- Allows liens for past-due child support to attach to property automatically, without registration of the original child support order, in the state in which the property is located.
31. **Roukema (NJ) #70** -- Requires states to adopt procedures of their own design and choosing under which parents who are delinquent in child support payments face the prospect of having a license (drivers, professional, occupational, etc) withheld, suspended or restricted.

AMENDMENTS MADE IN ORDER UNDER THE RULE
H.R. 4 - PERSONAL RESPONSIBILITY ACT
(listed in the order they will appear in the report)

1. **Archer (TX) -- Technical corrections.**
2. **Talent (MO) #50 -- Restores Sense of Congress language from original Personal Responsibility Act which documents societal effects of the current high rate of out of wedlock births.**
3. **Talent (MO) #63 -- Amends the state plan requirement to provide for stronger work requirements.**
4. **Hyde (IL) #61 -- Adds language to Sec.403 of the bill to ensure that no funds under the bill can be used for medical services.**
5. **Kleczyka (WI) #107 -- Prohibits states from transferring funds from the Title I state rainy day fund to the state general treasury, even after 120 percent of the allotment has been accumulated.**
6. **Talent (MO) #45 -- Increases work participation rates.**
7. **Talent (MO) #47 -- Amends the prohibition on the provision of cash aid to unmarried mothers under age 18 to clarify the States may provide vouchers for the purchase of certain commodities.**
8. **Smith (NJ) #23 -- Modifies the "family cap" provision in the bill by giving states the option to provide vouchers for children born to families receiving assistance.**
9. **Wyden (OR) #42 -- To insure that states give consideration to relatives when making foster care or adoption payments.**
10. **Smith (TX) #134 -- Allows the state to determine in their definitions of child abuse and neglect what is proper health care for a child.**
11. **Woolsey (CA) #161 -- Relocates the authority for the Clearinghouse and Hotline on Missing and Runaway Children back to the agency where it currently exists.**
12. **Burton (IN) #48 -- Sense of Congress to strongly urge states to allow sufficient funds under the Child Protection Block Grant towards adoption assistance in order to encourage families to adopt children and expeditiously place children in permanent homes.**
13. **Johnson (CT)/Pryce (OH)/Dunn(WA)/Waldholtz (UT) #146 -- Title II Authorized amount of money for the child care block grant is increased by \$160 million each year for fiscal years 1996-2000, for a total increase in authorization of \$750 million over 5 years.**

14. **Cunningham (CA) #128** -- Provides for the equitable participation of child care programs located on military installations and operated by the Department of Defense in child care food programs operated in each state.
15. **Ronkema (NJ) #154** -- Requires States to carry out cost-containment systems for infant formula included in food packages provided under the Family nutrition block grant.
16. **Gunderson (WI) #133** -- Modifies language in the bill which allows the Secretary of Agriculture to add additional reporting requirements to those already required under the Family Nutrition and School-Based Nutrition Block Grants.
17. **Cunningham (CA) #19** -- Relating to approved applicants for naturalization.
18. **Ros-Lehtinen (FL)/ Diaz-Balart (FL) #2** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied Federal public benefits.
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23. **Roberts (KS) #90-B** -- Adds criminal forfeiture authority to the actions of the DOJ and USDA in prosecuting violators of the Food Stamp Act.
24. **Upton (MI) #136** -- Prohibits anyone who fails to pay child support from receiving food stamp assistance.
25. **Hostettler (IN) #21** -- Block grant funds to the states based on the population of economically disadvantaged person in the state; require all grant funds to be used for food assistance; restricts administrative costs to 5% of the grant.
26. **Bhate (MA)/Lipinski (IL) #77** -- Prohibits fugitive felons from receiving benefits from three welfare programs and amends current law to allow social service agencies to share certain information with law enforcement officials. Prohibits benefits to parents or other caretaker relative for a child that is temporarily absent from home.

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**104th Congress
1st Session**

H. RES. _____

**H.R. 4 – PERSONAL RESPONSIBILITY ACT OF 1995
(Part 2 rule for amendment process)**

1. Provides for adoption in the House and Committee of the Whole of an amendment in the nature of a substitute consisting of the text of H.R. 1214, and for the bill as so amended to be considered an original bill for the purpose of amendment, and to be considered as read.
2. Makes in order only amendments printed in the Rules Committee report, en bloc combinations thereof, and amendments specified in the rule, which shall be considered as read.
3. Provides for the consideration of amendments made in order only if offered in the order specified in the report, by the Member designated, subject to 20 minutes of debate each (except one pro forma amendment per amendment for debate purposes offered by the chairman and ranking minority member of the Ways and Means Committee or their designee), equally divided between the proponent and an opponent, and not subject to amendment or to a demand for a division of the question – unless otherwise provided for by the rule.
4. Waives all points of order against amendments made in order.
5. Provides that it shall be in order at any time for the chairman of the Committee on Ways and Means or a designee to offer amendments en bloc consisting of amendments not previously disposed of printed in the Rules Committee report or germane modifications thereof, which may include a perfecting amendment to text proposed to be stricken by such an amendment.
6. Provides that amendments offered en bloc shall be considered as read (except that modifications shall be reported), and shall be debatable for 20 minutes equally divided between the chairman and ranking minority member of the Ways and Means Committee or their designees.
7. Permits the original proponent of an amendment included in an en bloc amendment to insert a statement in the Congressional Record immediately prior to the disposition of the amendments en bloc.

8. Permits the chairman of the Committee of the Whole to postpone until a time during further consideration in the Committee of the Whole a request for a recorded vote on any amendment made in order by the rule, and to reduce to five minutes the time for voting on any such postponed question following the first such vote if there is no intervening business.
9. Permits the chairman of the Committee of the Whole to recognize for the consideration of any amendment made in order by the rule out of the order printed, provided it is not sooner than one hour after the chairman of the Ways and Means Committee or a designee announces from the floor a request to that effect.
10. Following the disposition of the amendments offered printed in the Rules Committee report and any en bloc combinations thereof, it shall be in order to consider three amendments in the nature of a substitute if offered by the named proponent or a designee, if offered in the following order, subject to one hour of debate each: (a) an amendment consisting of the text of H.R. 1267 by Representative Deal of Georgia; (b) an amendment consisting of the text of H.R. 1250 by Representative Mink of Hawaii; and (c) an amendment consisting of the text of the bill as amended prior to the consideration of the three substitutes if offered by the chairman of the Ways and Means Committee or a designee.
11. The amendments shall not be subject to amendment except that the third amendment may be subject to any amendment printed in the report not previously offered, but subject to the same terms and conditions for debate and consideration out of order, including the one-hour pre-notification requirement.
12. If more than one amendment in the nature of a substitute is adopted, the one receiving the most affirmative votes shall be considered as finally adopted and reported to the House; in the case of a tie, the last such amendment adopted receiving the most votes shall be reported.
13. Provides that a separate vote may be demanded in the House on any amendment adopted to the bill as amended or incorporated in the third amendment in the nature of a substitute if it is not replaced by another substitute.
14. Provides one motion to recommit, with or without instructions.

3

RESOLUTION

Resolved, That at any time after the adoption of this resolution the Speaker may, pursuant to clause 1(b) of rule XXIII, declare the House resolved into the Committee of the Whole House on the state of the Union for further consideration of the bill (H.R. 4) to restore the American family, reduce illegitimacy, control welfare spending and reduce welfare dependence. No further general debate shall be in order. An amendment in the nature of a substitute consisting of the text of H.R. 1214 shall be considered as adopted in the House and in the Committee of the Whole. The bill, as amended, shall be considered as the original bill for the purpose of further amendment under the five-minute rule. The bill, as amended, shall be considered as read. No further amendment shall be in order except the amendments printed in the report of the Committee on Rules accompanying this resolution, amendments en bloc described in section 2 of this resolution, and the amendments designated in section 3 of this resolution. Except as specified in section 2, 3, or 4 of this resolution, each amendment made in order by this resolution may be considered only in the order printed in the report, may be offered only by a Member designated in the report, shall be considered as read, shall be debatable for 20 minutes equally divided and controlled by the proponent and an opponent, shall not be subject to amendment (except that the chairman and ranking minority member of the Committee on Ways and Means, or their designees, each may offer one pro forma amendment to any amendment printed in the report for the purpose of debate), and shall not be subject to a demand for division of the question in the House or in the Committee of the Whole. All points of order against amendments made in order by this resolution are waived.

Sec. 2. It shall be in order at any time before the consideration of the amendments designated in section 3 of this resolution for the chairman of the Committee on Ways and Means or his designee to offer amendments en bloc consisting of amendments printed in the report of the Committee on Rules accompanying this resolution not earlier disposed of or germane modifications of any such amendment. Amendments en bloc offered pursuant to this section shall be considered as read (except that modifications shall be reported) and shall be debatable for 20 minutes equally divided and controlled by the chairman and ranking minority member of the Committee on Ways and Means or their designees. For the purpose of inclusion in such amendments en bloc, an amendment printed in the form of a motion to strike may be modified to the form of a germane perfecting amendment to the text originally proposed to be stricken. The original proponent of an amendment included in such amendments en bloc may insert a statement in the Congressional Record immediately before the disposition of the amendments en bloc.

Sec. 3. (a) After disposition of the amendments printed in the report of the Committee on Rules accompanying this resolution and any amendments en bloc offered pursuant to section 2 of this resolution, it shall be in order to consider the following amendments in the following order:

- (1) a further amendment in the nature of a substitute consisting of the text of H.R. 1267, if offered by Representative Deal of Georgia or his designee;
- (2) a further amendment in the nature of a substitute consisting of the text of H.R. 1250, if offered by Representative Mink of Hawaii or her designee; and
- (3) a further amendment in the nature of a substitute consisting of the text of the bill, as it had been perfected before the consideration of amendments pursuant to this section, if

offered by the chairman of the Committee on Ways and Means or his designee.

(b) Each of the amendments designated in subsection (a) of this section shall be debatable for one hour equally divided and controlled by the proponent and an opponent.

(c) The amendment designated in subparagraph (a)(3) of this section shall be subject to amendment by any amendment printed in the report of the Committee on Rules accompanying this resolution that was not earlier disposed of as an amendment to the bill, as amended pursuant to this resolution, before the consideration of amendments pursuant to this section. Amendments to the amendment designated in subparagraph (a)(3) of this section shall be considered under the same terms as if offered to the bill, as amended by this resolution, and shall be subject to the last sentence of section 4 of this resolution.

(d) If more than one of the amendments designated in subsection (a) of this section is adopted, then only the one receiving the greater number of affirmative votes shall be considered as finally adopted. In the case of a tie for the greater number of affirmative votes, then only the last amendment to receive that number of affirmative votes shall be considered as finally adopted.

Sec. 4. The chairman of the Committee of the Whole may postpone until a time during further consideration in the Committee of the Whole a request for a recorded vote on any amendment made in order by this resolution. The chairman of the Committee of the Whole may reduce to not less than five minutes the time for voting by electronic device on any postponed question that immediately follows another vote by electronic device without intervening business, provided that the time for voting by electronic device on the first in any series of questions shall be not less than 15 minutes. The chairman of the Committee of the Whole may recognize for consideration of any amendment printed in the report of the Committee on Rules accompanying this resolution out of the order printed, but not sooner than one hour after the chairman of the Committee on Ways and Means or a designee announces from the floor a request to that effect.

Sec. 5. At the conclusion of consideration of the bill for amendment the Committee shall rise and report the bill, as amended pursuant to this resolution, to the House with such further amendments as may have been finally adopted. Any Member may demand a separate vote in the House on any amendment adopted in the Committee of the Whole either to the bill, as amended pursuant to this resolution, or as incorporated in a further amendment in the nature of a substitute designated in section 3(a)(3) of this resolution, unless replaced by a further amendment in the nature of a substitute designated in section 3(a)(1) or 3(a)(2) of this resolution. The previous question shall be considered as entered on the bill and any amendments offered to final passage without intervening motion except one motion to recommit with or without instructions.

**AMENDMENTS SUBMITTED TO THE RULES COMMITTEE
ON H.R. 4, PERSONAL RESPONSIBILITY ACT OF 1995
WEDNESDAY, MARCH 15, 1995 -- 10:00 P.M.
ALPHABETIC**

109. **Andrews (NJ)** -- Makes the Childcare and Development Block Grant an entitlement to the States and freeze the aggregate amount of the entitlement at \$1,943,000,000, the amount authorized by the bill.
158. **Armev (TX)** -- Identical to the text of H.R. 4605 from the 103rd Congress, the Clinton Welfare Reform Bil.
149. **Bass (NH)** -- Changes the eligibility period for those disabled adults and children on SSI.
29. **Billbray (CA)** -- Provides the Secretaries of Agriculture and HHS with the authority to initiate negotiations with the State of California and the County of San Diego to establish the appropriate rules to govern the establishment and operation of a 5 year demonstration project that demonstrates the ability, efficiency, innovations, and cost savings that flexibility to administrate welfare programs at the county level provides.
77. **Blute (MA)** -- (en bloc) Prohibits fugitive felons from receiving benefits from three welfare programs and amends current law to allow social service agencies to share certain information with law enforcement officials. Prohibits benefits to parents or other caretaker relative for a child that is temporarily absent from home.
14. **Bunn (OR)** -- Allows unwed mothers to continue to receive assistance if certain conditions are met.
48. **Burton (IN)** -- Sense of Congress to strongly urge States to allow sufficient funds under the Child Protection Block Grant towards adoption assistance in order to encourage families to adopt children and expediently place children in permanent homes.
82. **Cardin (MD)** -- Provides authority for two citizen review panels established under Title II to request a review by the Secretary of the Department of HHS of their state's child protection program.
81. **Cardin (MD)** -- Preserves the existing authorization of the National Center for the Prosecution of Child Abuse.
129. **Clay (MO)** -- Deletes the nutrition block grants, thereby maintaining existing law.
54. **Clay (MO)** -- Increase the minimum wage for all workers by 90 cents over a 2 year period.
8. **Clayton (NC)** -- Inserts language that requires an individual employed or participating in a work or workfare program shall be paid at least the minimum wage.
10. **Clayton (NC)** -- Rejects Block Grants and restore Federal Food Assistance Programs.
9. **Clayton (NC)** -- Conforming amendment to achieve same purpose as Clayton #8.



- 142. **Coburn (OK)** -- Amends the single-year, cost-neutral rule to allow states more flexibility in implementing an Electronic Benefit Transfer; clarifies the measures a state must take to ensure maximum protection from fraud and abuse; and establishes a target date for states to electronically distinguish eligible food items from non-eligible food items.
- 46. **Collins (IL)** -- Prevents States from eliminating temporary assistance to individuals if the unemployment level in the State in which the individual resides is more than 10% according to the most recent available date for the State.
- 20. **Cunningham (CA)** -- Technical correction relating to nonimmigrants.
- 19. **Cunningham (CA)** -- Relating to approved applicants for naturalization.
- 128. **Cunningham (CA)** -- Provides for the equitable participation of child care programs located on military installations and operated by the Department of Defense in child care food programs operated in each state.
- 16. **Cunningham (CA)** -- Bars legal aliens from higher education means-tested benefits as is the case for AFDC, Food Stamps, SSI, Medicaid; Specifies that deeming shall not apply to higher education assistance, enforceability of affidavit of support would apply, among other things.
- 18. **Cunningham (CA)** -- Relating to higher education and application for naturalization.
- 17. **Cunningham (CA)** -- Adds an additional exception to AFDC, Food Stamps, SSI, Medicaid, Social Services Block Grant for legal aliens who have filed an application for naturalization.
- 153. **Deal (GA)** -- Substitute. Similar to the text of H.R. 982, The Individual Responsibility Act of 1995.
- 125. **DeFazio (OR)** -- Each state receiving federal assistance under this Act shall measure certain outcomes to determine the effectiveness of their state programs in addressing human needs each year, beginning in 1997.
- 108. **Dunn (WA)** -- Adds a provision requiring that the Social Security number of the deceased be recorded upon the issuance of a death certificate.
- 43. **Durbin (IL)** -- Subjects to civil and criminal forfeiture any property used in or derived from the proceeds of food stamp trafficking.
- 137. **Emerson (MO)/Hall (TX)** -- Restores the "Option to Disregard Income and Resources Designated for education, training, and employability or related to self-employment."
- 138. **Engel (NY)** -- Requires that states maintain funding levels for working poor families.
- 78. **Engel (NY)** -- Requires states maintain adequate funding levels for school nutrition programs.



59. **Engel (NY)** -- Requires that States maintain funding levels for working-poor families.
139. **Engel (NY)** -- Requires that states maintain adequate funding levels for school nutrition programs.
6. **Fields (LA)** -- Deletes the provision allowing states to transfer up to 20% of school nutrition block grants to other block grant programs. States may use school nutrition funds only on school-based meal programs.
7. **Fields (LA)** -- Requires minimum nutrition standards for school meals under the bill.
133. **Gunderson (WI)** -- Modifies language in the bill which allows the Secretary of Agriculture to add additional reporting requirements to those already required under the Family Nutrition and School-Based Nutrition Block Grants.
58. **Gutierrez (IL)** -- Allows aliens who have paid U.S. federal income taxes for at least 5 years to be eligible for any of the federal means-tested public benefits programs.
91. **Gutierrez (IL)** -- Allows aliens who have paid U.S. federal income taxes for at least 5 years in any ten year period to be eligible for any of the federal means-tested public benefits programs.
55. **Gutierrez (IL)** -- Determines whether denying eligibility to federal means-tested public benefits programs to legal aliens will impose additional direct costs on states, local governments or tribal governments equal or exceeding \$50 million.
13. **Hall (OH)** -- Preserves the School Lunch and Breakfast programs and not turn them into a block grant.
12. **Hall (OH)** -- Preserves WIC and School Lunch and Breakfast programs. It would not turn them into a block grant and it would retain current law for the Child Nutrition Act of 1966 and the National School Lunch Act.
15. **Hastings (WA)** -- **Substitute.** Consolidates programs, empowers the states and increases the flexibility necessary to meet the needs of the local communities.
21. **Hostettler (IN)** -- Block grant funds to the states based on the population of economically disadvantaged person in the state; require all grant funds to be used for food assistance; restricts administrative costs to 5% of the grant.
41. **Hoyer (MD)** -- Instructs the Secretaries of HHS, Agriculture, Labor, Education and HUD report to the Congress on legislative and regulatory barriers to providing one stop coordinated services.
1. **Hyde (IL)** -- Ends the current states-based child support enforcement scheme. Rescinds the present federal requirements as to state child support enforcement efforts. Federal payments to state programs would also be eliminated, however, states would still be responsible for paternity establishment, support order establishment, and the enforcement of medical support.

61. **Hyde (IL)** -- Adds language to Section 403 of the bill to ensure that no funds under the bill can be used for medical services.
49. **Jackson-Lee (TX)** -- Provides job training assistance for welfare recipients so that they can obtain the necessary skills to enter the work force. Provides funding for transitional child care for a two year period from the date that such individuals cease to receive benefits. Provides tax incentives for the private sector to hire welfare recipients.
120. **Jefferson (LA)** -- A state will not provide assistance: for children whose identity of the father is not established; to a family unless at least one parent is employed full-time or in a job training program; and, to an individual who is employed for less than 30 hours a week.
146. **Johnson (CT)/Pryce (OH)/Dunn (WA)/Waldholtz (UT)** -- Title II-Authorized amount of money for the child care block grant is increased by \$160 million each year for fiscal years 1996-2000, for a total increase in authorization of \$800 million over 5 years. (en bloc)
143. **Johnson (CT)** -- Deletes the provision encouraging states to assign the highest priority to requiring families with older preschool or school-age children to be engaged in work activities.
145. **Johnson (CT)/Pryce (OH)/Dunn (WA)/Waldholtz (UT)** -- Title I-states may not require an individual to participate in work activities unless affordable child care is provided. (en bloc)
144. **Johnson (CT)** -- Amends Title II to require states to certify that they have a program for the expedited adoption of abandoned children; a unit that specializes in the termination of parental rights; and an adoption assistance program that helps speed the adoption of special needs children.
141. **Johnson (CT)** -- The bill mandates that no additional benefits be provided to families who have additional children while on welfare. This amendment modifies it by allowing states to provide that benefit, provided that their state legislatures pass a law exempting themselves.
140. **Johnson (CT)** -- If a state chooses to do so, minor parents who are denied benefits under the bill may earn money by participating in a state-sponsored program of work, career preparation, or other state-devised program.
83. **Kaptur (OH)** -- Streamlines human service delivery at the local level, where implementation actually occurs, by involving counties (or analogous units) and states in programmatic partnerships.
53. **Kennedy (MA)** -- Protects the federal foster care and adoption assistance programs which now ensure a safe haven for children who cannot live safely at home. Exempts Foster Care and Adoption Assistance Programs from the Child Protection block grant and continue them as entitlements under current law.

31. **Kennelly (CT)** -- Child care must be made available for the children of parents required to participate in work, training or education programs.
30. **Kennelly (CT)** -- States are required to have laws authorizing the suspending or restricting of professional, occupational and driver's licenses of individual's refusing to pay or enter into an agreement to pay child support.
127. **Kildee (MI)/Kennelly (CT)** -- Requires any state that receives Family Assistance Block Grant funds to provide day care that meets applicable state and local day care standards for children of parents required to participate in work, education, or training activities.
37. **Kildee (MI)** -- Requires states to continue to carry out competitive bidding to procure infant formula in the program to provide assistance for pregnant, postpartum, and breastfeeding women, infants and children.
27. **Kim (CA)** -- Allow legal immigrants to be eligible to receive welfare benefits if they have fulfilled naturalization requirements; submitted a complete application for U.S. citizenship to the INS and that application has been accepted by the INS for approval.
28. **Kim (CA)** -- Removes the prohibition of federal, state and local benefits from legal permanent residents for 5 years.
89. **Kleczka (WI)** -- Gives states the option of granting or denying benefits to teenage mothers. It removes the bill's mandatory denial of benefits to this group.
75. **Kleczka (WI)/Kennelly (CT)** -- Eliminates the provision mandating that a state reduce benefits to any mother who is cooperating with paternity establishment but for whose child paternity has not been established due to a state backlog or inefficiency.
88. **Kleczka (WI)/Rangel (NY)** -- Gives states the option of waiving the 5 year time limit for any individual who is willing to work, but for whom no job is available. States would have the discretion to determine what constitutes job availability.
107. **Kleczka (WI)** -- Prohibits states from transferring funds from the Title I state rainy day fund to the state general treasury, even after 120 percent of the allotment has been accumulated.
106. **Kleczka (WI)** -- Restores the benefit eligibility for any legal alien who has paid federal income taxes for five or more consecutive years.
105. **Kleczka (WI)** -- Requires continuing disability reviews for child SSI recipients. Establishes a continuing disability review revolving fund to help finance the reviews required by the bill.
87. **Levin (MI)** -- Requires all states to participate in a simplified, nationally uniform child-support credit-bureau reporting system. The states will report the status of all court-ordered child support accounts, whether or not they are in arrears on a monthly basis.

86. Levin (MI)/Kiecicka (WI) -- Grandfathers cash benefits for children losing SSI due to the repeal of the Individualized Functional Assessment eligibility if those children meet or equal the listings.
85. Levin (MI)/Rivers (MI) -- Strikes the provision denying benefits to children of minor mothers and allows aid if the minor parent is living at home with a legal guardian, such payment is made to person supervising minor and the school-age minor is in school and the minor parent fully cooperates with paternity establishment.
112. Lipinski (IL) -- Allows law enforcement agencies to obtain addresses from welfare agencies distributing food stamps when searching for someone they have an arrest warrant for. (en bloc)
123. Lipinski (IL) -- Allows law enforcement agencies to obtain addresses from the state agency that distributes SSI benefits when they have a warrant out for an individual's arrest. (en bloc)
124. Lipinski (IL) -- Allows law enforcement agencies to obtain addresses from the state agency that handles AFDC benefits when they have a warrant out for an individual's arrest. (en bloc)
32. Martinez (CA) -- Relating to the health and safety, fee scales, required earmarks and repealers of the child care block grant.
34. Matsui (CA) -- Amends Title II to retain the entitlement status for Title IV-E foster care maintenance and adoption assistance payments.
98. McDermott (WA) -- Strikes the provisions in Title IV of H.R. 1214 that would make most legal immigrants ineligible for the Medicaid program.
100. McDermott (WA) -- Exempts legal immigrant children from the H.R. 1214's provisions making legal immigrants ineligible for Medicaid.
102. McDermott (WA) -- Leaves to state discretion decisions about family caps and the eligibility of teen parents for cash assistance.
99. McDermott (WA) -- Exempts legal immigrant pregnant women and children from the H.R. 1214's provisions making legal immigrants ineligible for Medicaid.
101. McDermott (WA) -- Requires a state not terminate a recipients benefits unless it had made available counseling, education, training, substance abuse treatment, and child care.
11. Menendez (NJ) -- Reforms the SSI program for disabled children. Provides SSI benefits in the form of vouchers in the case of a disabled child who is not institutionalized and whose disability is determined solely on the basis of an individualized functional assessment.
130. Miller (CA) -- Requires that states continue to comply with national nutrition standards until they devise their own standards that the Secretary of Agriculture approves.

131. **Mineta (CA)** -- Certifies that in preparing the written document that outlines the block grants for child welfare, the state must consult with, and receive approval from, local governments in the state that will be participating in the administration of the state program.
132. **Mineta (CA)** -- Certifies that in preparing the written document that outlines the state family assistance program, the state must consult with, and receive approval from, local government in the state that will be participating in the administration of the state program.
135. **Mink (HI) -- Substitute.** Retains entitlement status of the program, denies benefits to those who refuse to work, does not deny benefits to teenage mothers or children who are born to families already of AFDC, rewards states for successfully moving welfare recipients into jobs, makes the investments necessary to prepare welfare recipients for work, allows families to retain health, child care, housing and food stamp benefits for up to two years, and does not finance welfare by denying benefits to legal immigrants.
26. **Moran (VA)** -- Would give families that participate in a welfare reform work program priority preference for federal housing assistance. It would be transitional and limited to no more than 5 years per family.
22. **Morella (MD)** -- Adds to the paternity establishment provisions an exception for those cases in which there is a significant probability that paternity establishment will result in physical harm to the custodial parent or child.
121. **Nadler (NY)** -- Modifies an age requirement in the bill.
117. **Nadler (NY)** -- Calls for a study of the costs of future budget cuts.
115. **Nadler (NY)** -- Provides for reimbursement to states for added costs due to future federal budget cuts.
44. **Neal (MA)** -- Amends Title I, Block Grants for Temporary Assistance for Needy Families, by striking the language which allows states to count case load reductions towards participation requirements. Would not allow benefits to be paid to anyone who refuses to work, refuses to participate in work activities required by the State or turns down a job offer.
69. **Ney (OH)** -- Changes the mandatory six month period of extended Medicaid coverage to 12 months (divided into two six month periods). Changes the state's required optional six month extension to twelve months (divided into two six month periods).
118. **Obey (WI)** -- Makes the federal government responsible for providing 100% of the AFDC benefits for the refugee population for the first 36 months after a refugee's arrival.
64. **Orton (UT)** -- Restores the Secretary's waiver authority for the Aid to Families with Dependent Children program (AFDC) by deleting the section of the bill which strikes the AFDC program from being considered for federal waivers.



35. **Pastor (AZ)** -- Makes children who reside here legally and who are 18 years old or young eligible for food stamp assistance.
36. **Pastor (AZ)** -- Makes children who are 18 years old or young and pregnant women who reside here legally eligible for food stamp assistance.
71. **Portman (OH)** -- Makes "Loans to Qualified States" under the "Federal Rainy Day Fund" a grant instead of a loan.
72. **Portman (OH)** -- Deletes appropriation of \$1 billion and substitute \$2 billion under "Rainy Day Fund".
148. **Rangel (NY)** -- Establishes an annual review by the Secretary of HHS for states which have an abnormally high amount of state directed child abuse cases.
147. **Rangel (NY)** -- Prohibits the use of federal funds to displace currently employed workers from their jobs.
73. **Reed (RI)** -- Makes the two nutrition block grants more responsive to changing economic conditions within states. Establishes a trigger based upon the rise in a state's unemployment.
76. **Richardson (NM)** -- Provides tribal governments the opportunity to participate fully in the welfare reform process.
84. **Rivers (MI)** -- Establishes a new section, Section 803 to H.R. 4 to allow the Secretary of the Treasury to transfer all savings realized under H.R. 4 into the Deficit Reduction Fund.
- 90-A. **Roberts (KS)** -- (en bloc) Technical Corrections -- typographical and correct effective dates.
- 90-B. **Roberts (KS)** -- Adds criminal forfeiture authority to the actions of the Dept. of Justice and the Dept. of Agriculture in prosecuting violators of the Food Stamp Act.
151. **Roemer (IN)** -- Eliminate the 20% transfer authority for States that have been penalized by the federal government for failing to meet the bill's work requirements.
150. **Roemer (IN)** -- Eliminate the 20% transfer authority provisions of the bill.
157. **Roemer (IN)** -- Eliminates the bill's provisions that permit a State to transfer 20% of its Family Nutrition Block Grant and School-Based Nutrition Block Grant into other block grants, established by the bill, that it may receive.
66. **Roemer (IN)** -- Requires a 25 percent state match for the portion of the Child Care Block Grant that is derived from the AFDC Child Care, At-Risk Child Care, and Transitional Child Care programs.

67. **Roemer (IN)** -- Clarifies that any savings resulting from the bill's enactment would not be spent and, in effect, will be devoted to deficit reduction.
4. **Ros-Lehtinen (FL)** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied state and local public benefits.
3. **Ros-Lehtinen (FL)** -- Extends from one to two years the time for enactment of the provision restricting legal immigrants from receiving state and local public benefits.
5. **Ros-Lehtinen (FL)** -- Extends from one to two years the time for enactment of the provision restricting legal immigrants from receiving federal public benefits.
2. **Ros-Lehtinen (FL)** -- Exempts legal permanent residents who cannot take the U.S. naturalization exam because of physical or developmental disability or mental impairment from being denied Federal public benefits.
60. **Roukema (NJ)** -- Requires States to enact criminal penalties (of their own design and choosing) for individuals who willfully refuse to pay child support orders.
70. **Roukema (NJ)** -- Requires states to adopt procedures of their own design and choosing under which parents who are delinquent in child support payments face the prospect of having a license (drivers, professional, occupational, etc) withheld, suspended or restricted.
156. **Roukema (NJ)** -- Appropriates an additional amount of up to 1.5% of the amount appropriated for the school-based nutrition block grant for each fiscal year 1996 through 2000; authorizes an additional amount of up to 1.5% of the amount authorized for the Family nutrition block grant for each fiscal year 1996 through 2000.
154. **Roukema (NJ)** -- Requires States to carry out cost-containment systems for infant formula included in food packages provided under the Family nutrition block grant.
155. **Roukema (NJ)** -- Prohibits any State that has an unemployment rate above 6% from transferring block grant funds to any other title under H.R. 1214 except between the school-based nutrition block grant and the Family nutrition block grant.
126. **Shaw (FL)** -- Addresses the Secretary's authority to grant waivers; Establishes a Centralized Disbursement Center; Technical amendments.
68. **Smith (MI)** -- Allows states to decide which food products can be purchased with food stamps.
23. **Smith (NJ)** -- Modifies the "family cap" provision in the bill by giving states the option to provide vouchers for children born to families receiving assistance.

- 56. **Smith (MI)** -- Excludes non-dairy beverages with less than 80% fruit and/or vegetable juice and candy (including candy-coated ice cream and chewing gum) from the definition of food under the program. This would prevent the use of food stamps to purchase soda pop and candy.
- 134. **Smith (TX)** -- Allows the state to determine in their definitions of child abuse and neglect what is proper health care for a child.
- 62. **Smith (MI)** -- Allows states to pass state laws to define eligibility between 120 percent and 140 percent of the poverty level. This allows the states to adjust the food stamp program to reflect the conditions in their states.
- 65. **Stark (CA)** --
- 114. **Stark (CA)** -- Strikes the illegitimacy ratio.
- 113. **Stark (CA)** -- Strikes the illegitimacy ratio and rewards states who reduce teen pregnancies.
- 40. **Stenholm (TX)** -- Requires that reductions in outlays resulting from the enactment of this Act shall not be taken into account for purposes of Section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985.
- 39. **Stenholm (TX)** -- Reductions in outlays resulting from the enactment of this Act shall not be taken into account for purposes of section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985.
- 119. **Stokes (OH)** -- Requires that states form a partnership with relevant businesses by collecting information from local job markets to ensure that the training meets the needs of that region.
- 50. **Talent (MO)** -- Restores the Sense of Congress, contained in the original Personal Responsibility Act, which documents the societal effects of the current high rate of out of wedlock births.
- 47. **Talent (MO)** -- Amends the prohibition on the provision of cash aid to unmarried mothers under age 18 to clarify the States may provide vouchers for the purchase of certain commodities.
- 45. **Talent (MO)** -- Increases the work participation rates.
- 51. **Talent (MO)** -- Amends the Food Stamp program to provide States with the option to provide food commodities instead of food coupons to beneficiaries. Allows the States to retain any savings which result from the distribution of commodities and to use those savings to provide other benefits and services to low income Americans.
- 63. **Talent (MO)** -- Amends the state plan requirement to provide for stronger work requirements.

33. **Thurman (FL)** -- Prohibits the basic food stamp benefit level from falling below 102% of the current value of the thrifty food plan.
74. **Torkildsen (MA)** -- Eliminates the imposition of liens by processing orders through the judicial system by ordering states to give full faith and credit to any lien imposed by another state in the pursuit of child collection.
57. **Torres (CA)** -- Make legal immigrants with sponsors eligible for non-cash, in-kind emergency services.
104. **Torricelli (NJ)** -- Precludes states from providing welfare assistance to a family unless the family has demonstrated that they have vaccinated their minor children.
103. **Torricelli (NJ)** -- Precludes states from providing welfare assistance to a family if a minor child in that family is absent from school in excess of the days allowed by the state. The assistance would be cut-off for the remainder of that academic semester.
25. **Trafficant (OH)** -- Directs those states using an electronic benefit transfer card to include a photograph of the members of the household to which the food stamp card is issued.
24. **Trafficant (OH)** -- Directs the state agencies to notify applicants of all appropriate entitlements to ensure that those individuals applying to benefits are notified of all of their options.
152. **Tucker (CA)** -- No person meeting certain criteria may be denied welfare benefits without an appeal to the Department of HHS.
136. **Upton (MI)** -- Prohibits anyone who fails to pay child support from receiving food stamp assistance.
97. **Volkmer (MO)** -- Strikes section 551 of the bill. Section 551 replaces the current law requirement that the thrifty food plan be changed each year to reflect 103 percent of the cost of the plan with a provision for a 2 percent annual increase in the plan.
95. **Volkmer (MO)** -- Eliminates the potential retroactive nature of the work requirement provisions of the food stamp title of the bill that would disqualify individuals who are not employed on the effective date if they have been certified eligible for food stamps for more than 90 days.
94. **Volkmer (MO)** -- Modifies the work requirement provisions of the food stamp title of the bill to limit disqualification to those cases where an individual was not employed or in a training program for any 90-day period rather than just the first 90 days after certified eligible.
96. **Volkmer (MO)** -- Clarifies that illness or injury that temporarily prevents an individual from working would not cause disqualification from the food stamp program.
116. **Volkmer (MO)** -- Reauthorizes the food stamp program through FY99 instead of FY95.

92. **Volkmer (MO)** -- Reauthorizes the food stamp program through fiscal year 1999.
93. **Volkmer (MO)** -- Modifies the work requirement provisions of the food stamp title of the bill to prevent the disqualification of individuals who were working 90 days after being certified eligible, but who subsequently lost their jobs, unless they fail to get work within 90 days.
52. **Waldholtz (UT)/Salmon (AZ)** -- Allows liens for past-due child support to attach to property automatically, without registration of the original child support order, in the State in which the property is located.
110. **Waters (CA)** -- SoC to include a provision to require non-custodial parents to participate in supervised, structured activities with their children. Allows an income deduction for grandparents who are receiving old-age assistance in cases where the state places in the custody of the grandparents an eligible child, in lieu of foster care.
111. **Waters (CA)** -- Provides for a one-time refundable tax credit in the amount of \$1,000 for any AFDC parent who receives a high school diploma or equivalent. Provides a refundable tax credit in the amount of \$1,000 for a married AFDC household.
79. **Waxman (CA)** -- Strikes the prohibition of eligibility of legal aliens for Medicaid, title XIX of the Social Security Act.
80. **Waxman (CA)** -- Allows the continuation of Medicaid matching funds at state option for persons who would otherwise be disabled for purposes of SSI except that alcoholism or drug addiction is a contributing factor to their disability.
42. **Wyden (OR)** -- To insure that states give consideration to relatives when making foster care or adoption placements.
122. **Young (AK)** -- Makes the 3% set aside for Indian tribes uniform for the many block grants in the welfare proposal. Currently the Child Care and Development Block Grant is the only part of the welfare proposal that sets aside 3% for Indian tribes.
38. **Zimmer (NJ)** -- (en bloc) Clarifies the intent of the Ways and Means Committee language to ensure that the 10 year penalty covers the major means-tested programs in the Act and to clarify that the denial can be imposed administratively by states and not solely as a result of court convictions, as is consistent with current law.



WELFARE REFORM REPORT CARD

The Republican Assault on Children Continues

From February 27, 1995, through March 3, 1995, the Committee on Ways and Means considered welfare reform legislation. This report card highlights the votes taken in Committee, evaluating how well the Republican welfare reform bill delivers on three goals: replacing welfare with work, protecting children, and expanding state flexibility.

Goal: Replace the Welfare Check with a Paycheck
Grade: F

o **The Republican majority REJECTED tougher work requirements – again.**

Rep. Sander Levin (D-MI) offered an amendment to replace the Republican work requirement – which could easily be gamed by the States – with an enforceable work requirement that would guarantee work by half of all welfare recipients. A similar amendment was defeated in Subcommittee.

The Levin amendment was rejected by a record vote of 15 to 21:

Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nea: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

o **The Republican majority REJECTED a proposal to give States the work program funding authorized in the Republican Contract with America.**

Rep. Levin proposed that states be given \$9.9 billion in new resources – over the next five years – to carry out the new work and training requirements. This is the exact amount that HR 4 – the bill implementing the provisions of the Republican Contract with America – proposed. The fifteen Committee Republicans who cosponsored HR 4 flip-flopped, voting against the HR 4 language.

The Levin amendment was rejected by a record vote of 15 to 21:

Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: *Archer, Crane, *Thomas, *Shaw, Johnson, *Bunning, Houghton, *Herger, *McCrery, *Hancock, *Camp, Ramstad, Zimmer, *Nussle, *Johnson, *Dunn, *Collins, Portman, *English, *Ensign, *Christensen

*Cosponsored HR 4

- o **The Republican majority REFUSED to require that states provide necessary education, training and support services before cutting families off welfare.**

Rep. Jim McDermott (D-WA) proposed to bar States from terminating a family's benefits unless it has made available any necessary counseling, education, training, substance abuse treatment, health care, and day care.

The McDermott amendment was rejected by a vote of 13 to 22:

Yea: Gibbons, Rangel, Stark, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen, Payne

- o **The Republican majority made certain that a Democratic amendment protecting worker rights was REJECTED.**

Rep. Charles Rangel (D-NY) offered an amendment to clarify that States may not allow welfare recipients to displace current workers, replace workers terminated just to fill the vacancy with a welfare recipient, or replace someone on layoff. When it appeared that the Democratic amendment would pass, two Republicans – Reps. Thomas and Ensign – changed their votes, assuring the amendment's defeat.

The Rangel amendment was rejected on a record vote of 17 to 17:

Yea: Johnson, Houghton, English, Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Bunning, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Ensign, Christensen,

- o **The Republican majority REFUSED to require private-sector jobs – again.**

Rep. Harold Ford (D-TN) proposed that States place at least half of those welfare recipients who are required to work in private-sector jobs. The Ford amendment was rejected by a voice vote, just as it was in subcommittee.

GOAL: Protect Children
Grade: F

- o **The Republican majority REFUSED to assure basic protections for and equal treatment of children.**

Rep. Ford offered an amendment to make certain that children aren't left holding the bag if the State runs out of Federal money. The amendment would have prevented States from arbitrarily cutting benefits - by treating two children in similar circumstances differently - if funds ran out. It also would have assured an open application process with prompt State action on applications.

The Ford amendment was rejected on a record vote of 15 to 19:
Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal
Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REFUSED to assure child care for mothers who go to work - again.**

Rep. Barbara Kennelly (D-CT) offered an amendment to make certain that parents are not forced to leave their children alone or in an unsafe environment when the State requires work. A similar amendment was defeated in Subcommittee.

The Kennelly amendment was rejected by a record vote of 17 to 19:
Yea: Johnson, Houghton, Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal
Nay: Archer, Crane, Thomas, Shaw, Bunning, Heger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REFUSED to make certain that States have adequate resources if child poverty increases.**

Rep. Ben Cardin (D-MD) offered an amendment to more fairly allocate the block grant resources, adjusting the amount of the block grant and each State's share in future years, for changes in child poverty. Instead, the Republican majority rammed through a new funding formula for Title I - after a behind-closed-doors, Republicans-only negotiating session. By agreeing to a voice vote on the matter, eight Republicans voted against their State's interests. The eight Members whose States are losers under the Shaw substitute are: Reps. Bunning, McCrery, Camp, Ramstad, Zimmer, Nussle, Portman, and English.

- o **The Republican majority REFUSED to assure that a safe foster home will be available for each neglected or abused child in the State.**

Rep. Robert Matsui (D-CA) offered an amendment to maintain the entitlement status for foster care maintenance payments and for adoption assistance payments, to ensure that abused and neglected children who need it can be placed in foster or adoptive homes.

The Matsui amendment was rejected by a record vote of 15 to 21:

Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REFUSED to require public disclosure of the states with the best and worst records of child abuse and neglect and adoption placement.**

Rep. Cardin proposed to require an annual review, by the Department of Health and Human Services, of the States with the highest and lowest rates of child abuse and neglect, number of children awaiting adoption, and/or rates of increase in these measures. The amendment was rejected, although a similar requirement – for public reporting of States' success with work placements – was adopted in Title I of the bill.

- o **The Republican majority REFUSED to give real authority to citizen review panels – mandated by the bill – to monitor child welfare and foster care.**

Rep. Cardin proposed to permit the citizen review panels – mandated by the Republican bill – to request a review by the Department of Health and Human Services of their State's child protection programs. The Cardin amendment was rejected by a voice vote.

- o **The Republican majority REFUSED to reward States that have increased adoptions for children in long-term foster care.**

Rep. Ford proposed to increase a State's block grant funds if the State increases the number of adoptions of children who have been in care for over 12 months.

The Ford amendment was rejected on a record vote of 16 to 20:

Yea: Ensign, Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Christensen

- o **The Republican majority REJECTED an amendment to assure a viable adoption assistance program.**

Rep. Matsui offered an amendment – inspired by the testimony and recommendations of Dave Thomas, President of Wendys – to assure that a comprehensive, effective adoption assistance program is available in every State, including performance measures that reward States based on desirable outcomes.

The Matsui amendment was rejected on a record vote of 13 to 21:

Yea: Rangel, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REFUSED to assure the safety of children in foster care and REJECTED State accountability for deaths in foster care.**

Rep. Rangel offered an amendment to subject States, who are found by a court to have neglected children in their custody, to an annual review and the development and implementation of a remedial plan. (Twenty States, including Florida and New York, have entered into settlements or consent decrees to resolve litigation over problems in their child welfare systems.)

The Rangel amendment was rejected on a record vote of 13 to 22:

Yea: Rangel, Stark, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen, Jacobs

- o **The Republican majority REJECTED a responsible policy for teen parents – again.**

Rep. Levin proposed to require teen parents to live at home or under adult supervision, to stay in school, and to cooperate fully with paternity establishment in order to receive welfare benefits. The Republican majority rejected this proposal in favor of a policy that simply makes the child of the minor parent ineligible for welfare – until the mother turns 18.

The Levin amendment was rejected on a record vote of 15 to 21:

Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REJECTED an amendment to preserve SSI benefits for certain severely disabled children.**

Rep. Levin offered an amendment to grandfather cash benefits for children who are severely disabled but who qualified for benefits under a disability test eliminated by the Republican bill.

The Levin amendment was rejected on a record vote of 15 to 20 :

Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Christensen

- o **The Republican majority REFUSED to assure nationwide use of an effective child support enforcement tool - suspension of professional, recreational, and drivers' licenses.**

Rep. Kennelly offered an amendment to require States laws authorizing the suspension or restriction of professional, recreational, and drivers' licenses of individuals who refuse to enter into an agreement to pay child support.

The Kennelly amendment was rejected on a record vote of 17 to 17 :

Yea: Camp, Zimmer, Nussle, Gibbons, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, Hancock, Ramstad, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

Goal: State Flexibility and Accountability
Grade: Incomplete

- o **The Republican majority REFUSED to protect local governments from unfunded mandates.**

An amendment by Rep. Ford would have prevented States from shifting welfare costs to counties, cities or local governments.

The Ford amendment was rejected by a record vote of 14 to 21:

Yea: Gibbons, Rangel, Stark, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal

Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

- o **The Republican majority REJECTED an amendment that would have made certain that the Federal rainy day fund lasts more than a month in bad economic times.**

Rep. Levin proposed to increase the rainy day fund from \$1 billion to \$5 billion and allow States to borrow from the fund if a portion of the State is declared a national disaster area.

The Levin amendment was rejected by a record vote of 13 to 23:
 Yea: Gibbons, Rangel, Stark, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Lewis, Payne, Neal
 Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen, Jacobs, Kleczka,

- o **The Republican majority INSISTED on retaining Federal mandates even though the Governors have asked for flexibility.**

Rep. McDermott proposed to leave all decisions about the eligibility of teenagers and benefit levels - including any family cap - to State discretion, as the States and State legislatures have asked.

The McDermott amendment was rejected by a record vote of 14 to 22:
 Yea: Gibbons, Rangel, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne,
 Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen, Neal

Goal: Deficit Reduction
Grade: F

- o **The Republican majority REFUSED to devote any savings from welfare reform to deficit reduction.**

Rep. McDermott offered an amendment that would place any Federal savings from the welfare reform bill in a new deficit-reduction trust fund, thus prohibiting these reductions from being used to pay for additional Federal spending or tax cuts for the wealthy.

The McDermott amendment was defeated on a record vote of 14 to 21:
 Yea: Gibbons, Stark, Jacobs, Ford, Matsui, Kennelly, Coyne, Levin, Cardin, McDermott, Kleczka, Lewis, Payne, Neal
 Nay: Archer, Crane, Thomas, Shaw, Johnson, Bunning, Houghton, Herger, McCrery, Hancock, Camp, Ramstad, Zimmer, Nussle, Johnson, Dunn, Collins, Portman, English, Ensign, Christensen

WELFARE REFORM REPORT CARD

DAY ONE

February 13, 1995

On the first day of the welfare reform mark up held by the Subcommittee on Human Resources of the Committee on Ways and Means, by virtually unanimous votes:

o **The Republican majority REJECTED tougher work requirements.**

Rep. Sander Levin (D., MI) offered an amendment to require States to implement a self-sufficiency plan aimed at the fastest possible movement into the workforce for each welfare recipient. No benefits would be paid for anyone who refuses to work, refuses to look for work, or turns down a job offer. No one who is willing to work could be cut off if no work is available. The Levin amendment would have required States to put 25 percent of recipients to work by 1998 and 50 percent by 2003, compared to the 2 percent required by the Republican plan.

o **The Republican majority REFUSED to assure child care for mothers who go to work.**

Rep. Barbara Kennelly (D., CT) offered an amendment to make certain that parents are not forced to leave their children alone or in an unsafe environment when the State requires work.

o **The Republican majority REFUSED to require private sector jobs.**

Rep. Harold Ford (D., TN) proposed that States place at least half of those welfare recipients who are required to work in private sector jobs.

o **The Republican majority REJECTED State flexibility in favor of conservative micromanagement.**

Rep. Charles Rangel (D., NY) proposed to strike the 5-year lifetime limit on welfare benefits - and leave this matter to the States to decide.

Rep. Pete Stark (D., CA) proposed to strike mandatory caps on benefits paid for children born to families receiving welfare - and leave this matter to the States to decide, as Republican and Democratic Governors have suggested.

o **The Republican majority REFUSED to protect local governments from unfunded mandates.**

An amendment by Rep. Ford would have prevented States from shifting welfare costs to counties, cities of local governments.

o **The Republican majority REJECTED a responsible policy for teen parents.**

Rep. Sander Levin proposed to require teen parents to live at home or under adult supervision, to stay in school, and to cooperate fully with paternity establishment in order to receive welfare benefits. The Republican majority rejected this proposal in favor of a policy that simply makes the child of the minor parent ineligible for welfare for life.

- o **The Republican majority REFUSED to protect against overzealous government intervention into family matters.**

An amendment by Rep. Ford would have prohibited States from placing a child in an out-of-home setting against the wishes of the child's custodial parent SOLELY because of the economic circumstances, marital status, or age of the parent. The provision would not have interfered with State efforts to intervene in abusive homes.

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POSSIBLE DEMOCRATIC AMENOMENTS

Title I -- AFDC Block Grant

1. Guarantee training, education, drug treatment, child care, and health benefits for mothers who must work (McDermott/Rangel) (Section 3)
2. Require State plans to take action to reduce teen pregnancies through prevention/education programs (Cardin) (Section 3A)
3. Alternative formula (Section 4B)
4. State rainy day fund (Kleczka) (Section 4D)
5. Amendments to assure State accountability (Cardin) (Section 4E)
 - Maintenance of effort
 - HHS review of States that have worst record of moving recipients into private sector jobs
6. Eliminate mandates/replace with State options - family caps, teen parent policy, and time limits would be left to State option (Section 6)
7. Strike provisions that encourage abortion (Section 6)

Title II -- Child Welfare and Foster Care Block Grant

1. Assure safety of children in foster care and timely placement of children (Section 3)
2. Reward States who increase adoptions for kids in care more than 12 months (Section 3)
3. Revise formula? (Section 4B)
4. Give citizen review panel authority to request HHS oversight (Cardin)(Section 6)
5. Maintenance of effort for States (Cardin)
6. HHS review States with highest per capita abuse/neglect, kids awaiting adoption (Cardin)
7. Authorize continued Federal funding for National Center for the Prosecution of Child Abuse (Cardin)

Title III -- Immigrants

1. Veterans (Rangel) (Section 2)
2. Taxpayers (Stark) (Section 2)
3. Children under 18 (McDermott) (Section 2)
4. Retain Medicaid (McDermott) (Section 3)

Title IV -- SSI

1. Drug addicts and alcoholics treatment amendment \ or continued Medicaid (Cardin) (Section 1)
2. Grandfather kids (Levin) (Section 2)
3. Levin alternative (Section 2) (Or just include in substitute?)
4. State must qualify all kids for block grants (Stark) (Section 8)

Title V -- Child Support Enforcement

1. Add back things they dropped

DEMOCRATIC SUBSTITUTE

EEO Committee
2/23/95

AMENDMENT TO H.R. 999
OFFERED BY MR. Roemer

Ruled nongermane by the Chair
At the end of title II, insert the following new section:

Vote to uphold the Chair
20-17

1 SEC. 282. DEDICATION OF SAVINGS TO DEFICIT REDUC-
2 TION.
3 Any savings resulting from the enactment of the fam-
4 ily nutrition block grant program under subtitle B and
5 the school-based nutrition block grant program under sub-
6 title C for a fiscal year shall be used for deficit reduction
7 purposes.

Finally ruled nongermane / out of order.

(22)

MISCELLANEOUS

McDermott

Amendment by Mr. ~~McDermott~~

Deficit Reduction

Provides that the net savings from Titles 1 through IV shall be used for deficit reduction.

Defeated —

Party line vote 14-21

3/3/95

My name will be committed
3/8/95

Case - 690-1380

1
2
3
4
5

AMENDMENT BY MR. STENHOLM #ALT.

At the end of the bill, add the following new section:

SEC. ____ TREATMENT OF REDUCTIONS FOR BUDGET PURPOSES.

The net reduction in outlays produced by this Act shall be used to reduce the deficit.

Ruled out of order by
Chairman Roberts

3/8/95

Amendment by Mr. Stenholm of Texas

At the end of the title, insert the following new section:

"Sec. ____ Deficit Reduction. It is the sense of the House Committee on Agriculture that reductions in outlays resulting from this Title shall not be taken into account for purposes of Section 252 of the Balanced Budget and Emergency Deficit Control Act of 1985."

*Passed by voice vote as
sense of Committee.*

Requiring Work vs. Just Cutting People Off

1. **Work Requirements:** Anyone who is able to work must go to work immediately, not wait two years. Those who need skills or other supports to move into work should get them. No benefits for anyone who refuses to work, refuses to look for work, or turns down a job offer. No one who is willing to work can be cut off if no work is available.
2. **Individual Entitlement State Option:** A state may choose to maintain the current funding structure if it meets one requirement: all new recipients who are able to work must go to work immediately or lose assistance, but no one who is willing to work can be cut off if no work is available to them.

Demanding Responsibility vs. Punishing Poor Children

3. **Minor vs. Unwed Mothers:** Substitute our minor mother requirements for their cutoff.
4. **No Cutoff if Leads to More Abortions:** The denial of benefits to unwed mothers under 18 will be voided if Congress, the Secretary or any governor determine that it has caused an increase in abortions.
5. **Orphanages:** No funds may be used for the placement of children in orphanages against their parents' will.
6. **Don't Break Up Families:** Removal of child only for abuse, not for economic circumstances, marital status, or age of parent.

Squeezing the Republican Ranks

7. **State Flexibility / "No Strings" Amendment:** Turn major provisions in the Republican bill into state options instead -- let states decide for themselves on individual versus capped entitlement (see #2 above), cutoff of legal immigrants, cutoff of young unwed mothers, family cap, and 5-year cliff. (Could also make explicit a list of other state options: two-parent families, earnings disregards, etc.) Only major requirement for states is individual work requirement and state work participation standards.
8. **Illegal aliens vs. Legal Immigrants:** Deny illegal aliens eligibility for most benefits. But legal immigrants who have worked here long enough to be eligible for Social Security should not be denied aid.
9. **Cost shift from immigrant provision:** The denial of Medicaid benefits to legal immigrants will not take effect until the Congressional Budget Office determines that it will not represent a cost shift to the states. OR: If the CBO determines that denial of benefits to legal immigrants represents cost shift, federal government must reimburse states in full.
10. **No money for tax cuts for the rich:** Savings from the denial of legal immigrants must go to deficit reduction or tax relief for families earning up to \$100k, not a capital gains tax cut.

WELFARE REFORM AMENDMENTS

Feb. 8, 1995

FRAUD

1. Prohibit welfare payments to federal, state, and local prisoners, fugitives, and parole violators.
2. Anyone convicted of committing a serious crime while on AFDC is permanently denied eligibility.
3. Anyone convicted of committing serious welfare fraud (in excess of \$5,000) is permanently denied eligibility.
4. Establish federal anti-fraud database to prevent welfare fraud -- collection of benefits in more than one state, EITC abuse, etc. Require states to report names, Social Security numbers, length of time on welfare, and any other necessary information for each recipient.

OTHERS

1. The net savings from this bill must be used for deficit reduction.
2. The denial of benefits to unwed mothers under 18 will be voided if Congress, the Secretary or any governor determine that it has caused an increase in abortions.
3. The denial of Medicaid benefits to legal immigrants will not take effect until the Congressional Budget Office determines that it will not represent a cost shift to the states.
OR: If the CBO determines that the denial of benefits to legal immigrants represents a cost shift to the states, the federal government must reimburse states in full.
4. The denial of benefits to legal immigrants does not apply to legal immigrants who have worked legally in this country for more than 5 years and who are seeking citizenship.
5. Paternity cooperation compromise: Mother may not receive AFDC, Food Stamps, housing, or the EITC unless she is fully cooperating with paternity establishment -- but our version, not theirs.

**Possible Republican Amendments to
Chairman's Mark**

Title I:

Crane amendments:

1. Minor out-of-wedlock birth amendment
2. Strike the family cap amendment

Camp amendment for energy assistance as an allowable use of block grant funds

Thomas amendments to create an IRS intercept program to recover AFDC grant overpayments made by States

Zimmer amendment to deny all federally supported welfare benefits for 10 years to anyone convicted of double-dipping in state or federal welfare programs in two or more states simultaneously

Dunn amendments:

1. that no State shall use more than 10% of its allotted block grant for administrative purposes
2. provision to allow States to use statistical analysis when auditing the productivity of their welfare programs by either: a) utilizing single beneficiary/family data collection processes, as currently outlined in the bill, to provide true benefit usage, or, by b) utilizing statistical sampling data to acquire reasonable statistical measurements for reporting purposes.
3. provision for remittance of withheld monies once paternity is established.

Nancy Johnson amendments:

1. Father responsibility amendments (3)
2. Drug dependent recipients amendment
3. State accountability amendment
4. Maintenance of effort amendment
5. Clarifying amendment: work requirements
6. HHS enforcement of Title I
7. Paternity establishment proposal

Title II:

Thomas amendments:

1. To delete the provisions requiring states to create a "Citizen Review Panel" and replace with requirement that State create an inter-disciplinary planning and review process, with discretion to States as to the specifics of this process.
2. To create a commission, consisting of federal and state officials, to determine what data must be included in the annual reports submitted by the States to the federal government.

Dunn amendment - same as for Title I (#2)

Nancy Johnson amendments:

1. Family Preservation amendments (2)
2. Independent Living amendments (3)
3. HHS enforcement of Title II
4. State maintenance of effort
5. Exclude noncitizens from Title II cutoff

Title IV:

Thomas amendments re SSI reforms (2)

Johnson amendment: SSI block grant for U.S. territories

17.20 202 890 5673 HHS PUBLIC AFFAI 002

WELFARE REFORM REPORT CARD

DAY ONE

February 13, 1995

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* **o The Republican majority REJECTED tougher work requirements.**

Rep. Sander Levin (D., MI) offered an amendment to require States to implement a self-sufficiency plan aimed at the fastest possible movement into the workforce for each welfare recipient. No benefits would be paid for anyone who refuses to work, refuses to look for work, or turns down a job offer. No one who is willing to work could be cut off if no work is available. The Levin amendment would have required States to put 25 percent of recipients to work by 1998 and 50 percent by 2003, compared to the 2 percent required by the Republican plan.

* **o The Republican majority REFUSED to assure child care for mothers who go to work.**

Rep. Barbara Kennelly (D., CT) offered an amendment to make certain that parents are not forced to leave their children alone or in an unsafe environment when the State requires work.

* **o The Republican majority REFUSED to require private sector jobs.**

Rep. Harold Ford (D., TN) proposed that States place at least half of those welfare recipients who are required to work in private sector jobs.

o The Republican majority REJECTED State flexibility in favor of conservative micromanagement.

Rep. Charles Rangel (D., NY) proposed to strike the 5-year lifetime limit on welfare benefits - and leave this matter to the States to decide.

Rep. Pete Stark (D., CA) proposed to strike mandatory caps on benefits paid for children born to families receiving welfare - and leave this matter to the States to decide, as Republican and Democratic Governors have suggested.

o The Republican majority REFUSED to protect local governments from unfunded mandates.

An amendment by Rep. Ford would have prevented States from shifting welfare costs to counties, cities of local governments.

o The Republican majority REJECTED a responsible policy for teen parents.

Rep. Sander Levin proposed to require teen parents to live at home or under adult supervision, to stay in school, and to cooperate fully with paternity establishment in order to receive welfare benefits. The Republican majority rejected this proposal in favor of a policy that simply makes the child of the minor parent ineligible for welfare - for life.

- o **The Republican majority REFUSED to protect against overzealous government intervention into family matters.**

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