

7/10/94

Teen Pregnancy Prevention

- (1) **What are you doing in this proposal to turn the tide on teen pregnancy and out-of-wedlock births?**
- (2) **Why does the Clinton proposal allow States to implement family caps if numerous studies state that they are ineffective?**
- (3) **What happens to the children born to women subject to the family cap? How does your plan ensure that they are adequately cared for?**
- (4) **What kind of results can be realistically expected from a "national campaign"? How long would you expect it to be before we see any results?**
- (5) **If this administration is serious about reducing the number of people on welfare, why has limiting welfare benefits for additional children been left as a State option?**
- (6) **What are you doing to address the issue of men who father children out-of-wedlock?**
- (7) **I understand teen mothers will be required to live at home or with a responsible adult, how will you handle situations where the minor mother is threatened by the home environment? Will the minor be allowed to live with another responsible adult without having to prove that living with the parent could be destructive? Who will determine whether the responsible adult is appropriate? How easy will it be for a minor mother to get a good cause exemption in order to continue living on her own? Is this proposal likely to have any real impact, or is it mainly symbolic?**

Note: Bold indicates key questions

Controlling Out-of-Wedlock Births

QUESTION:

What are you doing in this proposal to turn the tide on teen pregnancy and out-of-wedlock births?

ANSWER:

- ▶ To prevent welfare dependency in the first place, teenagers must get the message that staying in school, postponing pregnancy, and preparing to work are the right things to do. Our prevention approach includes:
 - **A national campaign against teen pregnancy.** Emphasizing the importance of delayed sexual activity and responsible parenting, the campaign will bring together local schools, communities, families, and churches.
 - **A national clearinghouse on teen pregnancy prevention.** The clearinghouse will provide communities and schools with curricula, models, materials, training, and technical assistance for teen pregnancy prevention programs.
 - **Teen Pregnancy Prevention Grants and comprehensive demonstrations.** Roughly 1000 middle and high schools in disadvantaged areas will receive grants to develop innovative, ongoing teen pregnancy prevention programs targeted to young men and women. Broader initiatives will seek to change the circumstances in which young people live and the ways that they see themselves, addressing health, education, safety, and economic opportunity.
- ▶ In addition, our plan changes the incentives of welfare to show teenagers that having children is an immense responsibility rather than an easy route to independence. From the very first day, teen parents receiving benefits will have to stay in school and move toward work. Unmarried minor mothers will have to identify their child's father and live at home or with a responsible adult, while teen fathers will be held responsible for child support and may be required to work off what they owe. At the same time, caseworkers will offer encouragement and support; selected older welfare mothers will serve as mentors to at-risk school-age parents; and states will be allowed to use monetary incentives to keep teen parents in school.

- ▶ No one should bring a child into the world until both parents are prepared to support and nurture them. We propose the toughest child support measures ever established to hold both parents accountable.

- ▶ Those who have children out of wedlock should not be rewarded with extra benefits. Under current law, two parent families must meet more stringent eligibility rules than single parent families. Our proposal gives States the option to end this differential treatment.

Evidence for Effectiveness of Family Caps

QUESTION:

Why does the Clinton proposal allow states to implement family caps if numerous studies indicate that they are ineffective?

ANSWER:

- ▶ By making the family cap a state option, the Administration is upholding its commitment to allow states to experiment with various welfare strategies. The Administration recognizes that many problems with the welfare system are tied to specific social and economic issues and demand local flexibility. As President Clinton has said, "states are the laboratories for democracy".
- ▶ The Administration believes that very clear and consistent messages can encourage people to defer parenthood until they are emotionally and financially able to support children. Working families do not get a pay raise when they have a child. We need to allow States to use a broad range of incentives and requirements to encourage and reward responsible behavior.
- ▶ Arkansas, Georgia, New Jersey and Wisconsin have recently begun implementing the family cap. At this time it is too early to accurately evaluate the success or failure of these demonstrations.
- ▶ AFDC is a joint Federal State program. States are given virtually complete discretion over benefit levels. Thus Mississippi pays \$120 per month for a family of three, while California pays over \$600 per month for such a family. This plan gives new flexibility in several areas: income disregards, two-parent rules, and family caps. It is hard to justify giving states complete discretion over benefit levels, but no discretion in these other areas.

What Happens to Children Under Family Caps

QUESTION:

What happens to the children born to women subject to the family cap? How does your plan ensure that they are adequately cared for?

ANSWER:

- ▶ If states choose to implement the family cap, a family's grant size will not increase upon the birth of a child conceived while the mother is on welfare. But the additional child will continue to be covered by Medicaid, and will remain eligible for all other programs whose eligibility is based on welfare receipt. Further, we believe that strengthened case management and monitoring of the family's situation will minimize any potential risk to children.

- ▶ Also, States taking this option will be required to allow families to "earn back" the amount of the sanction through disregarded income from earnings or child support. In this way, parents will be given a second chance to act responsibly and provide support for their children.

National Campaign

QUESTION:

What kind of results can be realistically expected from a "national campaign" against teen pregnancy? How long would you expect it to be before we see any results?

ANSWER:

- ▶ Changing the way that young people see themselves and their world will affect their personal decisions. We must help young men and women understand the rewards of staying in school, playing by the rules, and deferring child-bearing until they are married, able to support themselves, and nurture their offspring. A national campaign is critical to this effort, and will mobilize families, schools, communities and churches around helping young people to be responsible and productive.

- ▶ It is difficult, however, to make any predictions about immediate results. Teen pregnancy is an extremely complex problem, with a variety of causes. We know government can't do it all.

Why Not Mandatory Family Cap

QUESTION:

If this Administration is serious about reducing the number of people on welfare, why has limiting welfare benefits for additional children been left as a State option?

ANSWER:

- ▶ One of the central aspects of welfare reform is State flexibility. While developing our plan, we consulted with State government leaders and welfare workers from all over the country on how to reduce the welfare rolls. They told us that in order to be most effective, they must be able to customize their policies to meet the characteristics of their communities. The message was clear -- cookie cutter policies are inadequate.
- ▶ Many States have requested waivers to limit welfare benefits for additional children. We want these States to be able to implement the most effective set of policies for the people in their State. But we do not want to mandate a policy that may preclude implementation of a program that the State determines to be more effective.

Non-Custodial Fathers

QUESTION:

What are you doing to address the issue of men who father children out-of-wedlock?

ANSWER:

- ▶ Our proposal addresses men who father children out of wedlock in several ways. First, we emphasize prevention. A national campaign against teen pregnancy will bring together local schools, communities, families, and churches. A national clearinghouse will provide communities and schools with teen pregnancy prevention curricula and models. Grants will allow schools to develop on-going prevention programs, and comprehensive demonstrations will seek to change the circumstances in which young people live.
- ▶ In addition, our plan proposes the toughest child support measures ever established to show young fathers that having children is an immense responsibility. New paternity establishment measures, strict enforcement, and national registries will ensure that men who father children out of wedlock face their financial obligations.
- ▶ We are aware that some fathers want to financially support their children, but lack the skills or training to do so. The Administration's proposal provides States with the option of using up to 10 percent of their JOBS/WORK funding to provide training, job-readiness and employment opportunities for non-custodial parents who are unemployed.

Exemptions for Minor Mothers from Having to Live at Home

QUESTION:

I understand teen mothers will be required to live at home or with a responsible adult, how will you handle situations where the minor mother is threatened by the home environment? Will the minor be allowed to live with another responsible adult without having to prove that living with the parent could be destructive? Who will determine whether the responsible adult is appropriate? How easy will it be for a minor mother to get a good cause exemption in order to continue living on her own? Is this proposal likely to have any real impact, or is it mainly symbolic?

ANSWER:

- ▶ No child should live in an abusive situation. This proposal takes several steps to ensure that. The bill requires States to have a comprehensive case management system for custodial teen parents. These specially trained case managers will be responsible for making the determination about whether a minor parent should live at home or with a responsible adult. The law will specify circumstances where a minor would not be required to live with a parent. Abuse in the home is clearly one of these circumstances.
- ▶ In addition to the specific exceptions spelled out in the bill, there is also a general good cause exception that the State defines. All of the exceptions apply only to living with the parent. If an exception is made, the minor would then be placed with another responsible adult, and can only live independently if the State cannot find an appropriate living arrangement.
- ▶ The impact of this proposal will be seen most clearly in future years, as teens grow older. Teenage mothers represent only a small fraction of the AFDC caseload. However, almost half of all single mothers receiving AFDC -- about 42 percent -- were or had been teenage mothers.

Improving Government Assistance

- (1) **By allowing States the option to provide benefits for a larger proportion of two parent families, aren't we going to increase welfare rolls?**
- (2) **The higher earnings disregard in the first four months of AFDC receipt is to encourage work. If the Administration intends to encourage work, why does the proposal allow States the option of changing the disregard so that disposable income for a recipient could end up being lower in the first four months than under current law?**
- (3) **By allowing States the option of treating single parent families differently than dual parent households, aren't we discriminating against intact families?**
- (4) **During the campaign, President Clinton often spoke of helping those on welfare attain self-sufficiency through self-employment or by allowing individuals to save money for activities that could help lead to self-sufficiency. What activities in the plan would fulfill this campaign pledge?**

Note: Bold indicates key questions

State Flexibility on Two-Parent Families

QUESTION:

By allowing States the option to provide benefits for a larger proportion of two-parent families, aren't we going to increase the welfare rolls?

ANSWER:

- ▶ Current law requires states to provide benefits to two-parent families only if they meet special eligibility rules. Already, many states have sought waivers from these additional rules. Our proposal gives states the option to modify eligibility requirements without applying for a waiver.
- ▶ Allowing states to lift the special eligibility requirements for two-parent families removes perverse incentives and encourages parents to stay together. It also improves equity by treating disadvantaged children the same irrespective of whether they live with one parent or two.

State Flexibility on Earnings Disregards

QUESTION:

The higher earnings disregard in the first four months of AFDC receipt is to encourage work. If the Administration intends to encourage work, why does the proposal allow States the option of changing the disregard so that disposable income for a recipient could end up being lower in the first four months than under current law?

ANSWER:

- ▶ The intent of the policy is to give States maximum flexibility in establishing income disregards. Experience indicates that some States would prefer to disregard a percentage of income above the Federal minimum, while others would prefer to disregard a higher flat amount.
- ▶ It is our expectation that at a minimum, States will maintain policies equivalent to current law. Further, based on our discussions with States, we expect that many States will enhance the earned income disregards.
- ▶ In addition, our proposal indexes the Federally-established minimum. This ensures that the value of the disregard will not be eroded over time, thus protecting the income of workers in the future.

Inequity of Policy on Two-Parent Families

QUESTION:

By allowing States the option of treating single parent families differently than dual parent households, aren't we discriminating against intact families?

ANSWER:

- ▶ Our proposal does not discriminate against intact families. Under current law, two parent families must meet more stringent eligibility rules than single parent families. Our proposal gives States the option to end this differential treatment.
- ▶ Our proposal strikes a balance between removing the AFDC marriage penalty, in which single parent families have easier access to benefits than two-parent families, and the desire to give States the maximum flexibility in designing their AFDC programs. Our proposal removes the barriers to ending differential treatment by allowing States to change rules without seeking waivers, and by sharing any potential costs of the change.
- ▶ Further, our proposal requires that all States continue to operate a program serving two-parent families. This will ensure that disadvantaged children continue to be eligible for benefits regardless of whether they live with one-parent or two.

Economic Independence - Individual Development Accounts and Microenterprises

QUESTION:

During the campaign, President Clinton often spoke of helping those on welfare attain self-sufficiency through self-employment or by allowing individuals to save money for activities which could help lead to self-sufficiency. What activities under welfare reform are proposed to fulfill this campaign pledge?

ANSWER:

- ▶ The President is fully committed to implementing new approaches to help recipients start down the path to economic independence. There are two specific proposals which the Work and Responsibility Act puts forth: (1) we introduce provisions which would establish Individual Development Accounts (IDAs), and (2) we establish a micro-enterprise demonstration program for recipients of AFDC. We are hopeful States will take full advantage of these opportunities to help recipients.
- ▶ The basic operation of the IDA program would work as follows: a family would be able to save in a tax deferred account up to \$1,000 annually (or 100% of earned income) with a total limit of \$10,000. This money would be excluded from calculating the resource limit. These funds could only be used for post-secondary education or the purchase of a first home. Unqualified withdrawals would be subject to a 10% penalty of the amount withdrawn (deducted by the IRS upon withdrawal).
- ▶ In addition, a demonstration program will test a subsidized IDA program whereby States would match participant contributions by at least 50 cents per dollar to a maximum contribution of \$4 for every 1\$ deposited. The maximum subsidy in all cases would be \$2,500. The subsidized IDA program would operate in a similar manner with the exception that the penalty for unqualified withdrawals would 100% of the subsidy amount and 10% of the participant contribution.
- ▶ Eligibility for the subsidized demonstration would be open to all recipients of AFDC or Food Stamps, and those families not on assistance but whose income did not exceed \$18,000 and whose net worth did not exceed \$20,000 the previous year. Eligibility for the national unsubsidized IDA program would be open to all recipients of AFDC or Food Stamps, and to all families who had previously established an IDA.

- ▶ The Work and Responsibility Act of 1994 also contains provisions for HHS and the Small Business Administration to jointly establish a microenterprise demonstration program which will test the strategy of attaining economic self-sufficiency through self-employment.
- ▶ The microenterprise program would work as follows: HHS and SBA will provide technical assistance, grants, loans, and loan guarantees to intermediaries. The intermediaries would provide supportive services, training, and technical assistance to participants of the program. The participants would learn to develop and would eventually create their own businesses.
- ▶ Eligibility for the program would be for recipients of AFDC or individuals with incomes below 130% of the poverty line. HHS and the SBA would identify promising models of success and would utilize intermediaries based on their record of success. Rigorous evaluation and reporting requirements are specified for the purpose of ensuring that this demonstration program yields useful information for the future implementation and design of microenterprise programs.
- ▶ Both the IDA program and microenterprise program enjoy widespread bi-partisan support as a potential avenue towards self-sufficiency. This administration is committed to testing these innovative approaches.

SENATE COMMITTEE ON FINANCE

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POLITICAL PROFILE

Senator Moynihan succeeded Senator Lloyd Bentsen as Chairman of the Senate Finance Committee. He has had one of the most varied public service careers of modern times. He is a former Harvard University professor; aide to New York Governor Averell Harriman; Assistant Secretary of Labor under Presidents Kennedy and Johnson; domestic policy advisor to President Nixon; and UN Ambassador under President Ford. While with Nixon, he conceived the controversial Family Assistance Plan (FAP), a welfare reform proposal that was fiercely criticized by both liberals and conservatives.

In 1976, Senator Moynihan, who had denied any interest in elective office, reversed himself and ran for the Senate. He won a narrow primary victory, and then upset incumbent James Buckley in the general election. He easily won reelection in 1982 and 1988. Senator Moynihan has made the transition from conservative to liberal and is an unabashed supporter of the New Deal and Great Society programs. He established himself as one of the Reagan Administration's most persistent critics on health and social services policy.

Senator Moynihan has been an authority on work and the family; his interests lie primarily in Social Security and welfare reform issues, rather than in health care. He opposed the Reagan Administration's proposals to cut back Social Security in 1981 and was instrumental in developing the compromise that led to the Social Security reform legislation of 1983.

Senator Daniel Moynihan (D-NY)



Born:	3/16/27, Tulsa, OK
Education:	City College, NY; Tufts U., B.N.S., B.A.; Fletcher School of Law and Diplomacy, M.A., Ph.D.
Military:	Navy, 1944-47
Prev. Occup:	Professor of government; writer; Assistant Secretary of Labor; White House Advisor; UN Ambassador
Family:	Wife, Elizabeth Brennan; 3 children
Religion:	Roman Catholic
Residence:	Pindars Corners
Elected:	1976, [Re-election: 1994]
Committees:	Finance, Foreign Relations, Environment and Public Works, Rules and Administration, Joint Committee on Taxation

WELFARE REFORM ISSUES/PRIORITIES

Senator Moynihan considers the nation's welfare system a "true crisis in domestic policy" and has expressed impatience with perceived delays in the introduction of the Administration's proposal. Senator Moynihan's staff, has indicated that: the Senator is enthusiastic about addressing the rising rate of teen pregnancies and the responsibilities of teen fathers. The Senator has expressed concern that the WORK program is too small, and wants the states to be given money to construct demonstration programs to put everyone to work who needs a subsidized job. The Senator had indicated that he would consider a gambling tax to help fund welfare reform, but recent discussions with members of the Nevada and New Jersey delegations have greatly diminished his enthusiasm. Senator Moynihan also is concerned about the effect of the Administration's "alien deeming" and emergency assistance proposals on New York state.

In a May New York Times article, Senator Moynihan stated he would be happy with more money and more teeth in his 1988 Family Support Act, which required states to expand job training and placement programs for welfare recipients.

HEALTH REFORM ISSUES/PRIORITIES

While Senator Moynihan's initial comments about "fantasy" numbers caused alarm and received widespread national publicity, he seems now to be ready to proceed - albeit cautiously - on health care. The Senator was quoted in a New York Newsday editorial on September 9 saying "You have to be very careful about what you bring into the public sector. There is a danger that government will become too important in our lives." In the 102nd Congress, Senator Moynihan cosponsored Senator Bentsen's small group market reform legislation. In hearings, Senator Moynihan questioned the feasibility of the plan to reach zero growth in Medicare and Medicaid, discussed the unanticipated consequences of social actions, and noted that the Administration already has the authority to tax ammunition.

Senator Moynihan has long advocated changing the format of the Social Security card and has suggested using the same card to obtain health benefits.

LEGISLATIVE INTERESTS

103rd Congress:

The Senator has re-introduced legislation to require full funding for job opportunity and basic skills training (S. 16), and to direct the Secretary of HHS to develop and implement an information gathering system to measure and analyze welfare dependency (S. 111). He has also

cosponsored bills to: protect the reproductive rights of women (S. 25, Mitchell); strengthen the Family and Medical Leave Act (PL 103-3); amend the Federal Food, Drug and Cosmetic act to clarify the uses of animal drugs and new drugs (S 340, Heflin); and to provide for the expanded studies and programs for traumatic brain injury victims (S. 725, Kennedy).

On legislation related to welfare reform, Senator Moynihan is the primary sponsor of the Administration's welfare reform bill, the Work and Responsibility Act of 1994 (S. 2224).

102nd Congress:

Senator Moynihan sponsored legislation to reduce welfare dependency, establish SSA as an independent agency, liberalize the retirement earnings test, and to cut Social Security contribution rates and return to pay-as-you-go financing. His health interests also included managed care and mental health care.

7/7/94

New York

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	18,119	255.1M (T)	2
Child Population (4/1/90)	4,292,000	63.9M (T)	3
Percent of Population that are children (7/1/92)	23.9%	25.7% (A)	44
Per Capita Personal Income-FY 89	20,540	17,567 (A)	6
Poverty Rate			
1991	15.3%	13.7% (A)	18
1989	12.6%	12.7% (A)	22
1983	15.8%	15.4% (A)	22
1979	13.5%	12.4% (A)	15
Change in Rate (1979-1991)	1.9%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC -- Benefits	State	U.S. (*)
Total assistance payments-FY 92	2,972.2m	22,223.5m(T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	577(NYC) 703(SC)*	367 (M)
Food Stamp benefit-Jan 93	232(NYC) 195(SC)	285 (M)
Combined benefits-Jan 93	809(NYC) 898(SC)	652 (M)
% of poverty threshold-Jan 93	62%(NYC) 75%(SC)	70%
% change in AFDC benefit levels since 1980	-14.1%(NYC)	-22.4%

AFDC -- Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	397,200	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	6.2	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+9%	+20% (A)
Average Payment per Family-FY 92	614	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	10.40%	9.95% (A)

<u>AFDC - Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-9/92	3.3%	5.7% (A)
Percent with Earned Income-10/90-9/91	6.2%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	25.4%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	21,986	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	487.7m	7,951.1m (T)
AFDC Collections-FY 92	174.6m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	3.22	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	51,290	830,713 (T)
Percentage Change in Total Real Collections since 1983	+180%	+203%
Total Number of Paternities Established-FY 92	34,434	515,393 (T)
Number of out-of-wedlock births-1990	98,110	1,165,384 (T)

*Type: A=average, M=median, T=total SC=Suffolk County NYC=New York City

Source: 1993 Green Book

POLITICAL PROFILE

While Senator Baucus once focused most of his efforts on Montana interests, he has taken a broader view on issues of trade and the environment. Chairman of the International Trade Subcommittee, he is a major proponent of the NAFTA treaty, but wants to ensure Mexico is cognizant of its environmental responsibilities.

Senator Baucus has not come close to defeat since his election to Congress in 1975.

WELFARE REFORM ISSUES/PRIORITIES

Although Senator Baucus has no public record of speaking on welfare issues, his staff has expressed concerns about the implementation of the Administration's JOBS and WORK requirements in his state of rural Montana, where few, if any, jobs may exist for welfare recipients. The Senator's staff has also informed us that politically, Montana residents are very conservative on welfare issues. However, the staff believes that if the Administration can provide a good child care package and limit the agriculture cuts, the Senator and his constituents will support our proposal. Senator Baucus also is interested in state flexibility and substance abuse among welfare recipients. Senator Baucus is not a cosponsor of any welfare reform legislation.

HEALTH REFORM ISSUES/PRIORITIES

Small business and rural access will be primary concerns for Senator Baucus - if he is not satisfied on small business, he could well vote against reform. Baucus is a single payer advocate who has never liked utilizing an employer requirement to help finance health care.

Senator Max Baucus (D-MT)



Born:	12/11/41, Helena, MT
Education:	Stanford U., B.A. and L.L.B.
Military Service:	None reported
Occupation:	Lawyer
Family:	Wife, Wanda Minge; 1 child
Religion:	United Church of Christ
Political Career:	MT House: 1973-75;
Elected:	U.S. House Senate 1978 (Re-election: 1996)
Residence:	Missoula
Committees:	Finance, Agriculture, Environment and Public Works, Intelligence, Joint Committee on Taxation

Senator Baucus was a member of the Pepper Commission. At the last minute, he voted against employer mandates and for the long-term care recommendations. He believes health care reform must include real cost containment and some form of global budget. We have been advised by staff that he is very committed to the concept of every citizen being in the HIPC or health alliance. At the August Small Business Committee meeting, Senator Baucus questioned geographic cost variations and emphasized the need to help rural areas expand delivery. At the September 30 Finance hearing, Senator Baucus' again focused on rural health access issues.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Baucus is not a cosponsor of any welfare reform legislation.

Senator Baucus has sponsored legislation to extend the deduction for health insurance costs of self-employed persons for 6 months (S.339); to improve rural health delivery and access (S.1143); and to encourage an appropriate mixture of different specialties of physicians and health care providers (S. 1473). Senator Baucus has cosponsored legislation to protect the reproductive rights of women (Mitchell, S. 25); to make technical changes to the Medicare program (Dole, S. 176); to establish Federal standards for long term care insurance (Pryor, S.538); and to provide incentives for primary health practitioners and physician assistants (Grassley, S.833-4).

102nd Congress:

Senator Baucus focused on rural health issues, particularly supporting higher Medicare payments to rural hospitals.

7/7/94

Montana

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	824,000	255.1m (T)	44
Child Population (4/1/90)	223,000	63.9m (T)	44
Percent of Population that are children (7/1/92)	27.9%	25.7% (T)	10
Per Capita Personal Income-FY 89	13,852	17,567 (A)	38
Poverty Rate			
1991	15.4%	13.7% (A)	16
1989	15.6%	12.7% (A)	12
1983	15.1%	15.4% (A)	27
1979	12.3%	12.4% (A)	22
Change in Rate (1979-1991)	+2.9%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC -- Benefits	State	U.S. (*)
Total assistance payments-FY 92	45.7m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	390	367 (M)
Food Stamp benefit-Jan 93	273	285 (M)
Combined benefits-Jan 93	663	652 (M)
Percent of poverty threshold-Jan 93	71%	70% (M)
Percent change in AFDC benefit levels since 1980	-8.3%	-22.4% (A)

AFDC -- Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload-FY 92	10,900	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	3.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+11%	+20% (A)
Average Payment per Family-FY 92	349	388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.1	2.9 (A)
Food Stamp Reciprocity FY 92	8.01%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-10/90-9/91	12.4%	5.7% (A)
Percent with Earned Income-10/90-9/91	16.5%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	33.4%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	1,145	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	17.4m	7,951.1m (T)
AFDC Collections-FY 92	6.4m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expendts.-FY 92	2.38	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	1,551	830,713 (T)
Percentage Change in Total Real Collections since 1983	+622%	+293% (T)
Total Number of Paternities Established-FY 92	1,155	515,393 (T)
Number of out-of-wedlock births-1990	2,757	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Boren is widely recognized for being an independent thinker, who often judges issues more on their merits rather than from a political perspective. A moderate-to-conservative Democrat, Senator Boren voted against the President's budget bill.

During the 102nd Congress, he was the Senate sponsor of the Conservative Democratic Forum (CDF) health care reform proposal, the "Managed Competition Act of 1992" and cosponsored a small insurance group market bill which was approved by the Finance Committee but later died.

WELFARE REFORM ISSUES/PRIORITIES

Senator Boren, usually considered a conservative on fiscal and social issues, has joined Senator Simon in sponsoring legislation to establish a very ambitious public works program.

HEALTH REFORM ISSUES/PRIORITIES

Like virtually every member of the Finance Committee, Senator Boren considers himself to be a strong supporter of rural health and small business issues. He also supports state flexibility within the context of any health reform proposal. At the September 30 Finance hearing, Senator Boren asked if there was a mechanism to deal with the gap that would occur if the plan had underestimated costs and overestimated revenues.

Senator David Boren (D-OK)



Born: 4/21/41; Washington, DC
Education: Yale U., B.A.; Oxford U., M.A.; U of OK, J.D.
Military: National Guard, 1968-75
Prev. Occup: Lawyer
Family: Wife: Molly Wanda Shi; 2 children
Religion: Methodist
Pol. Career: OK House, 1967-75; Governor, 1975-79
Residence: Seminole
Elected: 1978 [Re-election: 1996]
Committees: Finance; Agriculture; Joint Committee on Taxation; Chairman of Joint Committee on the Organization of Congress

LEGISLATIVE PROFILE

103rd Congress:

Senator Boren has cosponsored legislation to: protect the reproductive rights of women (Mitchell, S.25); amend Medicare to increase rural access (Dole, S.176); provide incentives to health care providers serving rural areas (Pryor, S.241); and permit the continuation of higher reimbursement payments to Medicare-dependent small rural hospitals (Pryor, S.243).

On welfare reform, the Senator is not a sponsor or cosponsor of any legislation.

102nd Congress:

The Senator's areas of interest were rural health care, childhood immunization, and primary and preventative health care services.

7/7/94

Oklahoma

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	3.2m	255.1m (T)	28
Child Population (4/1/90)	840,000	63.9m (T)	27
Percent of Population that are children (7/1/92)	26.7%	25.7% (T)	16
Per Capita Personal Income-FY 89	14,151	17,567 (A)	36
Poverty Rate			
1991	17.0%	13.7% (A)	11
1989	14.7%	12.7% (A)	14
1983	16.9%	15.4% (A)	14
1979	13.4%	12.4% (A)	15
Change in Rate (1979-1991)	+3.6%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	169.2m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	324	367 (M)
Food Stamp benefit-Jan 93	292	285 (M)
Combined benefits-Jan 93	616	652 (M)
Percent of poverty threshold-Jan 93	66%	70% (M)
Percent change in AFDC benefit levels since 1980	-32.6%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	46,800	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	4.2%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+33%	+20% (A)
Average Payment per Family-FY 92	301	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	10.77%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	1.3%	5.7% (A)
Percent with Earned Income-10/90-9/91	6.8%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	31.7%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	12,401	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	46.5m	7,951.1m (T)
AFDC Collections-FY 92	17.7m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	2.69	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	4,794	830,713 (T)
Percentage Change in Total Real Collections since 1983	+789%	+293% (T)
Total Number of Paternities Established-FY 92	2,721	515,393 (T)
Number of out-of-wedlock births-1990	11,998	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Bill Bradley is considered serious, hardworking and cautious. He has used his position on the Finance Committee to support programs for poor women and children, and develop innovative programs to help the poor generally. He has focused on children's issues, including legislation that would help reduce infant mortality, and support programs to help pay for childhood vaccines.

Senator Bradley is a member of the National Commission on Children and introduced several pieces of legislation that reflected the recommendations of the Commission.

Senator Bradley has also espoused higher cigarette taxes and other anti-smoking measures, including bans on advertising and an end to the income tax deduction that tobacco companies take for advertising expenses.

WELFARE REFORM ISSUES/PRIORITIES

Senator Bradley has a long-standing interest in children's issues, and is known as one of the most thoughtful members of the committee on domestic policy. He is likely to ask about the possibility of moving child support legislation forward this year while Congress waits to tackle comprehensive welfare reform next year. He is in favor of moving the child support enforcement provisions this year or early next year, if it is likely that welfare reform will not move expeditiously this year or early next year. Senator Bradley is also interested in the Individual Development Account concept and more ways to use subsidies for employers including subsidizing transportation, placing greater burden on employers, identifying public projects that have private benefit and get both sides to contribute. Generally, the Senator is supportive of the Administration's proposal. Senator Bradley is a sponsor of legislation to improve the enforcement of child support and parentage court orders (S. 689).

Senator Bill Bradley (D-NJ)



Born:	7/28/43, Crystal City, MO
Education:	Princeton U., B.A.; Oxford U., M.A.
Military:	Air Force Reserve, 1967-78
Prev. Occup.:	Professional basketball player; author
Family:	Wife, Ernestine Schiant; 1 child
Religion:	Protestant
Pol. Career:	No previous office
Residence:	Denville
Elected:	1978 (Re-election 1996)
Committees:	Finance, Energy Intelligence, Aging

LEGISLATIVE INTERESTS

103rd Congress:

Senator Bradley has sponsored legislation to improve the enforcement of child support and parentage court orders (S. 689). He has cosponsored the Family and Medical Leave Act (P.L. 103-3). The Senator also cosponsored bills to protect the reproductive rights of women (Mitchell, S. 25); to improve child welfare services (Rockefeller, S. 596); and to regulate the sale and distribution of tobacco products (Bingaman, S. 672).

On health care reform, during the 102nd Congress, Senator Bradley didn't introduce or co-sponsor any legislation on health care reform, but his staff was in the process last year of drafting a managed competition bill which included employer mandates. It was never introduced. In the 103rd Congress, Senator Bradley introduced a bill to increase the excise taxes on tobacco products, and to use the resulting revenues to fund a trust fund for health care reform (S. 513).

102nd Congress:

The Senator was a strong proponent of legislation to improve services to disadvantaged children.

7/7/94

New Jersey

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	7,789,000	255.1m (T)	9
Child Population (4/1/90)	1,811,000	63.9m (T)	9
Percent of Population that are children (7/1/92)	23.4%	25.7% (A)	46
Per Capita Personal Income-FY 89	23,764	17,567 (A)	2
Poverty Rate			
1991	9.7%	13.7% (A)	43
1989	8.2%	12.7% (A)	46
1983	10.9%	15.4% (A)	43
1979	9.5%	12.4% (A)	45
Change in Rate (1979-1991)	+ .2%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC - Benefits	State	U.S. (*)
Total assistance payments-FY 92	515.7m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	424	367 (M)
Food Stamp benefit-Jan 93	270	285 (M)
Combined benefits-Jan 93	694	652 (M)
Percent of poverty threshold-Jan 93	74%	70% (M)
Percent change since 1980	-30.9%	-22.4% (A)

AFDC - Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	125,800	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	4.7%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+15%	+20% (A)
Average Payment per Family-FY 92	342	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	6.36%	9.95% (A)

<u>AFDC -- Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-9/92	3.0%	5.7% (A)
Percent with Earned Income-10/90-9/91	2.4%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	12.8%	21.0% (A)
Number of Persons JOBS Money Obligated-FY 91	27,426	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	372.5m	7,951.1m (T)
AFDC Collections-FY 92	83.5m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend.-FY 92	4.02	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	24,376	830,713 (T)
Percentage Change in Total Real Collections since 1983	+160%	+293% (T)
Total Number of Paternities Established-FY 92	10,314	515,393 (T)
Number of out-of-wedlock births-1990	29,756	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

As Majority Leader, Senator George Mitchell is known for both his even temper and tenacity. His leadership position has enabled him to be involved in both the substance and strategy of nearly every piece of important legislation brought to the floor.

Senator Mitchell's top legislative priority has been health care, which was also his key interest when he sat on the Finance Committee. Along with Senator Kennedy, he favors the "play or pay" approach to health care reform.

WELFARE REFORM ISSUES/PRIORITIES

Senator Mitchell and his staff are very supportive of the Administration's efforts on welfare reform. He is a cosponsor of the Administration's welfare reform legislation. The Senator is concerned with the administration of the JOBS and WORK programs in rural states, such as Maine. In addition, he has also expressed concerns about the politics of the financing proposals.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Mitchell is a cosponsor of the Administration's welfare reform bill (S. 2224).

Senator Mitchell introduced legislation to protect the reproductive rights of women (S. 25). He cosponsored the Family and Medical Leave Act (P.L. 103-3). He also cosponsored bills: to combat violent crimes against women (Biden, S. 11); to require the FDA to collect and review information regarding RU-486 (Wellstone, S. 222); to improve child welfare services

Senator George Mitchell (D-ME)



Born: 8/20/33,
Waterville, ME

Education: Bowdoin College, B.A.;
Georgetown University,
L.L.B.

Military: Army, 1954-56

Prev. Occup: Lawyer, judge

Family: Divorced, 1 child

Religion: Roman Catholic

Pol. Career: Maine Democratic Party
chairman, 1966-68;
Democratic National
Committee, 1969-77;
assistant county attorney,
1971-77; U.S. attorney,
1977-79; U.S. District
Court Judge, 1979-80;
Democratic nominee for
governor, 1974

Residence: Portland

Elected: Appointed 1980, elected
1980 [Re-election 1994]

Committees: Majority Leader,
Environment and Public
Works, Finance, Veterans'
Affairs

(Rockefeller, S. 596); and to ensure full implementation by HHS of Medicaid coverage for low-income Medicare beneficiaries (Riegle, S. 649).

102nd Congress:

The Senator focused attention on improving long-term care services for the elderly and to establish the Social Security Administration as an independent agency.

On health care reform, the Senator sponsored legislation to reform the nation's health care system modeled on the concept of "play or pay" and he cosponsored Senator Bentsen's legislation to reform the small group health insurance market.

7/7/94

Maine

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	1,235,000	255.1m (T)	39
Child Population (4/1/90)	310,000	63.9m (T)	38
Percent of Population that are children (7/1/92)	25.2%	25.7% (T)	35
Per Capita Personal Income-FY 89	16,310	17,567 (A)	25
Poverty Rate			
1991	14.1%	13.7% (A)	23
1989	10.4%	12.7% (A)	38
1983	12.4%	15.4% (A)	39
1979	13.0%	12.4% (A)	19
Change in Rate (1979-1991)	+1.1%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	118.3m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	453	367 (M)
Food Stamp benefit-Jan 93	254	285 (M)
Combined benefits-Jan 93	707	652 (M)
Percent of poverty threshold-Jan 93	76%	70% (M)
Percent change in AFDC benefit levels since 1980	-5.1%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload-FY 92	23,900	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	5.5%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+29%	+20% (A)
Average Payment per Family-FY 92	412	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	10.77%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-10/90-9/91	9.6%	5.7% (A)
Percent with Earned Income-10/90-9/91	18.0%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	20.2%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	3,036	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	36.5m	7,951.1m (T)
AFDC Collections-FY 92	19.6m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	2.84	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	5,287	830,713 (T)
Percentage Change in Total Real Collections since 1983	+256%	+203% (T)
Total Number of Paternities Established-FY 92	3,189	515,393 (T)
Number of out-of-wedlock births-1990	3,931	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Pryor is viewed as a moderate on the political spectrum. He is well regarded by his colleagues for his efforts to bring more discipline to Senate procedures by campaigning against filibusters and other delaying techniques.

As chair of the Special Committee on Aging, Senator Pryor has been drawing attention to the concerns of the elderly. In the recent Congress, he used this position, as well as his Finance Committee membership, to focus attention on the high cost of prescription drugs. He also has a deep interest in program oversight focusing on elimination of fraud and abuse.

WELFARE REFORM ISSUES/PRIORITIES

Until recently, Senator Pryor had little involvement in welfare issues. However, as Chairman of the Government Affairs Subcommittee on Federal Services, Post Office, and Civil Service, he has scheduled a hearing on child support enforcement legislation in July. Mary Jo Bane, Assistant Secretary for Children and Families will testify. He generally supports President Clinton's initiatives whenever possible.

HEALTH REFORM ISSUES/PRIORITIES

Senator Pryor's position with the small business community and with Governors make him a key player on health care. While drug costs containment will be his highest priority in health care reform, Pryor will also be concerned about rural health and long-term care.

Recently Senator Pryor expressed concerns that the President's Health plan would be too complicated to sell and fear of the unknown will make people oppose the plan. Last year, he cosponsored legislation to give the States considerable leeway to establish demonstrations to

Senator David Pryor (D-AR)



Born: 8/29/34
Education: U. of AR, B.A. and LL.B.
Military: None
Prev. Occup: Lawyer; newspaper publisher
Family: Wife: Barbara Lunsford; 3 children
Religion: Presbyterian
Pol. Career: AR House, 1961-1967
US House, 1967-73
Governor, 1975-1979
Residence: Little Rock
Elected: 1978 [Re-election: 1996]
Committees: Finance, Special Committee on Aging, Agriculture, Governmental Affairs, Joint Committee on the Organization of Congress

provide universal health coverage for their citizens. He also cosponsored Senator Bentsen's small group market reform legislation.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Pryor has introduced legislation to: revise the geographic adjustments factors used under the Medicare RBRVS (S. 242); provide incentives to health care providers serving rural areas (S. 241); permit the continuation of higher reimbursement payments to Medicare-dependent small rural hospitals (S. 243); improve procedures for extra billing limits under Medicare Part B (S. 514); limit the use of claims sampling to deny claims or recover overpayments under Medicare (S. 515); improve durable medical equipment procedures under Medicare part B (S. 516); provide standards for Medicaid long-term care insurance policies (S. 538); to improve home and community based care under Medicaid (S. 551); to amend the Older Americans Act to establish the National Resource Center for Grandparents (S. 621) and to improve the Federal Employee Health Benefits Program (S. 1131).

102nd Congress:

The Senator's interests included prescription drug pricing, fraud and abuse in the Medicare program and long term care.

7/7/94

Arkansas

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	2,399,000	255,082,000 (T)	33
Child Population (4/1/90)	624,000	63,924,000 (T)	34
Percent of Population that are children (7/1/92)	26.5%	25.7% (A)	20
Per Capita Personal Income-FY 89	\$12,984	17,567 (A)	48
Poverty Ratio			
1991	17.3%	13.7% (A)	9
1989	18.3%	12.7% (A)	6
1983	21.6%	15.4% (A)	5
1979	19.0%	12.4% (A)	2
Change in Rate (1979-1991)	-1.7%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC -- Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	61.1m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	204	367 (M)
Food Stamp benefit-Jan 93	292	285 (M)
Combined benefits-Jan 93	496	652 (M)
Percent of poverty threshold-Jan 93	22%	70% (M)
Percent change in AFDC benefit levels since 1980	-25.7%	-22.4% (A)

<u>AFDC -- Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	26,800	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	3.1%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+9%	+20% (A)
Average Payment per Family-FY 92	\$190	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	3.7 (A)
Food Stamp Reciprocity FY 92	11.55%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	.7%	5.7% (A)
Percent with Earned Income-10/90-9/91	4.3%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	23.1%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	8,853	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	42.1m	7,951.1m (T)
AFDC Collections-FY 92	15.8m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	3.15	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	42,065	830,713 (T)
Percentage Change in Total Real Collections since 1985	+424%	+293% (T)
Total Number of Paternities Established-FY 92	5,175	515,393 (T)
Number of out-of-wedlock births-1990	10,713	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Although he is chairman of the Senate Banking Committee, Senator Donald Riegle's membership on the Finance and Budget Committees has led him into other policy agendas. He has opposed cuts in domestic programs and, in particular, resisted attacks on Social Security cost-of-living adjustments. As chair of the Finance Subcommittee on Health for Families and the Uninsured, he has been a player in the area of health care policy. In the 101st Congress, he joined with Senator Kennedy to establish a joint Labor and Human Resources Finance working group to study health care coverage issues.

WELFARE REFORM ISSUES/PRIORITIES

As one of the most liberal members of the Senate, Senator Riegle's main concern is the availability of adequate child care and job training for recipients. In addition, he is also concerned about the impact of the financing package on low-income families.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Riegle introduced legislation to expand various Social Security services, including telephone access (S. 619); and to overturn limitations placed on private rights to benefits under State plans by the Suter court decision (S. 620). He also sponsored legislation to ensure full implementation by HHS of Medicaid coverage for low-income Medicare beneficiaries (S. 649). He has cosponsored legislation to revitalize the National Institutes of Health (Kennedy, S. 1); to protect the reproductive rights of women (Mitchell, S. 25); to improve child welfare services (Rockefeller, S. 596); to require the reporting of group health plan information on W-2 forms (Roth, S. 285); and to permit individuals to have freedom of access to certain medical clinics and facilities (Kennedy, S. 636). In addition, Senator Riegle has sponsored the Comprehensive Child Immunization Act (S. 733) and cosponsored the Comprehensive Child Immunization Act (Kennedy, S. 732).

Senator Donald Riegle (D-MI)



Born:	2/4/38, Flint, MI
Education:	Flint Junior College; Western Michigan U.; U. of MI, B.A.; Michigan State U., M.B.A.; Harvard U. Business School
Military Service:	None reported
Prev. Occup:	Business executive; professor
Family:	Wife, Lori Hansen; 4 children
Religion:	Methodist
Pol. Career:	U.S. House, 1967-77; served as Republican, 1967-73
Residence:	Flint
Elected:	1976 (Re-election: 1994)
Committees:	Banking, Housing and Urban Affairs; Budget; Finance

102nd Congress:

The Senator focused on improving Social Security benefits for disabled individuals, expanding Medicaid coverage to low-income Medicare beneficiaries and improve the health of children by increasing access to immunizations. On health care reform, Senator Riegle cosponsored Senator Mitchell's health care reform legislation modeled on the concept of "play or pay." He also cosponsored Senator Bentsen's small group market reform legislation.

7/7/94

Michigan

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	9,437	255,082	8
Child Population (4/1/90)	2,468	63,924	8
Percent of Population that are children (7/1/92)	22.6	25.7	18
Per Capita Personal Income-FY 89	17,745	17,567	16
Poverty Rate			
1991	14.1	13.7	23
1989	13.2	12.7	17
1983	16.8	15.4	15
1979	10.4	12.4	33
Change in Rate (1979-1991)	+3.7	+1.3	

Aid to Families with Dependent Children

AFDC -- Benefits	State	U.S. (*)
Total assistance payments-FY 92	1,162.0	22,223.5
AFDC Grant-Jan 93 (Mother-two children-0 income)	459*	367 (M)
Food Stamp benefit-Jan 93	252	285 (M)
Combined benefits-Jan 93	711	652 (M)
Percent of poverty threshold-Jan 93	76	70 % (M)
Percent change in AFDC benefit levels since 1980	-36.7	-22.4 (A)
*statistics are from Wayne County		

AFDC -- Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	225.6	4,768.6
AFDC Reciprocity Rate-FY 92	7.1	5.3
Change in AFDC Reciprocity-FY 88-92	2	20
Average Payment per Family-FY 92	429	388
Average Number in AFDC Unit (10/90-9/91)	3.1	2.9
Food Stamp Reciprocity FY 92	10.53	9.95

<u>AFDC - Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-9/92	8.6	5.7
Percent with Earned Income-10/90-9/91	14.0	7.9
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	9.5	21.0
Number of JOBS participants on AFDC-FY 91	40,220	460,914

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	770.9	7,951.1
AFDC Collections-FY 92	164.0	2,252.6
Child Support Collections per \$ of Total Admin. Expend.-FY 92	8.20	3.99
Average Number AFDC Cases in which a Collection was Made-FY 92	45.1	830.7
Percentage Change in Total Real Collections since 1983	+181%	+293%
Total Number of Paternities Established-FY 92	29.1	515.4
Number of out-of-wedlock births-1990	40.3	1,165.4

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator John "Jay" Rockefeller has gained a reputation among his colleagues as someone who "comes to the table well prepared." Health policy issues are the centerpiece of his legislative agenda. As chairman of Finance's Subcommittee on Medicare and Long Term Care he has championed home care for the frail elderly, pursued Medicare physician-payment reforms and Medigap rules to protect the interest of the elderly. Also, Senator Rockefeller, upon the death of Claude Pepper, became the chairman of the bipartisan commission on health policy which looked at issues relate to health care coverage for the uninsured and long-term care.

Senator Rockefeller chaired the National Commission on Children and has shown an interest in the needs of children and families.

WELFARE REFORM ISSUES/PRIORITIES

As Chairman of the National Commission on Children, Senator Rockefeller is one of the leaders in the Senate on children and family issues and he is a cosponsor of the Administration's welfare reform bill. However, he has some concerns regarding child support enforcement. As a cosponsor with Senator Dodd of legislation to establish a child support assurance program, Rockefeller would like to see more funding for the child support assurance demonstration programs. He is also concerned about the administration of the JOBS and WORK programs in rural states like West Virginia with high unemployment rates. He also believes that Congress must pass health care reform that provides real universal coverage before welfare reform.

Senator John Rockefeller, IV (D-WV)



Born: 6/18/37, NY, NY
Education: International Christian U., Tokyo Japan; Harvard U. A.B.
Military: None
Prev. Occup: Public Official
Family: Wife, Sharon Percy; 4 children
Religion: Presbyterian
Pol. Career: WV House, 1967-69; WV Secretary of State, 1969-73; Democratic nominee for Governor, 1972; Governor, 1977-85
Elected: 1984 [Re-election: 1996]
Residence: Charleston
Committees: Finance; Commerce, Science and Transportation; Veterans Affairs

LEGISLATIVE INTERESTS

103rd Congress:

Senator Rockefeller is a cosponsor of the Work and Responsibility Act of 1994 (S.2224) and the Child Support Assurance Act of 1994 (Dodd, S. 1962).

Senator Rockefeller introduced the Family Preservation and Child Protection Act, legislation to improve child welfare (S. 596) and to provide for uniform coverage of anticancer drugs under the Medicare program (S. 821). He has cosponsored legislation to revitalize the National Institutes of Health (Kennedy, S. 1), and to permit the continuation of higher reimbursement payments to Medicare-dependent small rural hospitals (Pryor, S. 243); combat violence and crimes against women (Biden, S. 11) and a resolution to ratify the UN Convention on the Rights of the Child (Bradley, S. Res. 70).

On health care reform, as chairman of the Pepper Commission, Senator Rockefeller introduced the Commission's recommendations for providing universal access to health care and long-term care. He also cosponsored Senator Bentsen's bill to reform the small group insurance market.

102nd Congress:

The Senator's primary interest was on children's issues:

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West Virginia

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	1,812,000	255.1m (T)	35
Child Population (4/1/90)	445,000	63.9m (T)	36
Percent of Population that are children (7/1/92)	24.8%	25.7% (T)	39
Per Capita Personal Income-FY 89	12,529	17,567 (A)	49
Poverty Rate			
1991	17.9%	13.7% (A)	7
1989	15.7%	12.7% (A)	11
1983	22.3%	15.4% (A)	4
1979	15.0%	12.4% (A)	12
Change in Rate (1979-1991)	+2.9%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	120.1m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	249	367 (M)
Food Stamp benefit-Jan 93	292	285 (M)
Combined benefits-Jan 93	541	652 (M)
Percent of poverty threshold-Jan 93	58%	70% (M)
Percent change in AFDC benefit levels since 1980	-29.1%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload-FY 92	40,500	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	6.5%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+11%	+20% (A)
Average Payment per Family-FY 92	247	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	17.11%	9.95% (A)

<u>AFDC -- Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-10/90-9/91	20.8%	5.7% (A)
Percent with Earned Income-10/90-9/91	3.5%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	23.7%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	2,666	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	35.6m	7,951.1m (T)
AFDC Collections-FY 92	9.5m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	2.98	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	3,347	830,713 (T)
Percentage Change in Total Real Collections since 1983	+936%	+293% (T)
Total Number of Paternities Established-FY 92	2,373	515,393 (T)
Number of out-of-wedlock births-1990	5,743	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Tom Daschle is regarded by his colleagues as a savvy, intelligent Senator, skillful at developing relationships that grease the legislative wheels.

Senator Daschle has focused his energies primarily on issues of interest to veterans and South Dakota's farmers. Serving on the Agriculture and Finance Committees, he has pursued a "prairie populist's" agenda.

His ability to work within the system has resulted not only in gaining him membership on the Finance Committee but also being named as the co-chairman of the Democratic Policy Committee.

WELFARE REFORM ISSUES/PRIORITIES

Daschle is Co-Chair of the Senate Democratic Policy Committee and has announced his intention to run for Senate Majority Leader. He has little if any public record on welfare issues.

The Co-Chairs of the Welfare Reform Working Group have met with the Senator Daschle's staff. Generally, the staff was supportive of the Administration's proposal. However, staff have indicated that the Senator is concerned about the implementation of the welfare reform program in rural states like South Dakota, especially in Indian country where there are no jobs available.

HEALTH REFORM ISSUES/PRIORITIES

Senator Daschle continues to be one of the President's strongest stalwarts in the Senate. At the August 4 Small Business Committee meeting, Sen. Daschle stated that phasing in reform will help sell it. In an August 25 USA Today feature, Daschle stated: "my biggest concern is the confusion created by the opposition... you can scare people on health care because it is so

Senator Tom Daschle (D-SD)



Born: 12/9/47
Aberdeen, SD
Education: SD State U., B.A.
Military: Air Force, 1969-72
Prev. Occup: Senate aide
Family: Wife, Linda Hall; 3 children
Religion: Roman Catholic
Pol. Career: U.S. House, 1979-87
Residence: Aberdeen
Elected: 1986 [Re-elect 1998]
Committees: Finance; Agriculture, Nutrition, and Forestry; Veterans Affairs; Indian Affairs; Ethics

expensive, because everyone needs it."

At the September 30 Finance hearing with Mrs. Clinton, Senator Daschle asked if the plan would radically change the way individuals buy insurance; create another unfunded mandate for the states; and enhance home health care benefits. At the subsequent Finance hearings he expressed a desire that the plan deal with substance abuse and alcohol addiction and the impact on pregnant women and their children.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Daschle sponsored legislation to increase the health insurance deduction for the self-employed to 100% (S.381); provide coverage for chiropractic services under Medicare (S. 421); give Medicaid incentives to nurses (S.466); provide substance abuse treatment under Medicaid (S. 484); to create a national health safety net infrastructure (S. 726); and to provide comprehensive program for the prevention of Fetal Alcohol Syndrome (S. 923). He has cosponsored bills to establish a hospital to home- and community-care linkage development and incentive program (Feingold, S.52); increase access for rural populations (Dole, S. 176); establish Federal long-term care insurance standards; and increase Medicare reimbursement for primary care health practitioners and physician assistants (Grassley, S.833-4).

102nd Congress:

Senator Daschle sponsored a bill which would replace Medicare and Medicaid with a universal access system based upon a single insurance policy negotiated by each State with income-related premiums.

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South Dakota

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	711,000	255.1m (T)	45
Child Population (4/1/90)	199,000	63.9m (T)	45
Percent of Population that are children (7/1/92)	28.6%	25.7% (T)	8
Per Capita Personal Income-FY 89	13,244	17,567 (A)	44
Poverty Rate			
1991	14.0%	13.7% (A)	25
1989	13.2%	12.7% (A)	17
1983	18.1%	15.4% (A)	11
1979	16.9%	12.4% (A)	8
Change in Rate (1979-1991)	-2.9%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	25.2m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	404	367 (M)
Food Stamp benefit-Jan 93	268	285 (M)
Combined benefits-Jan 93	672	652 (M)
Percent of poverty threshold-Jan 93	72%	70% (M)
Percent change in AFDC benefit levels since 1980	-26.2%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload-FY 92	7,200	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	2.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+10%	+20% (A)
Average Payment per Family-FY 92	292	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	7.74%	9.95% (A)

<u>AFDC -- Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-10/90-9/91	0.3%	5.7% (A)
Percent with Earned Income-10/90-9/91	13.4%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	27.5%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	1,371	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	15.9m	7,951.1m (T)
AFDC Collections-FY 92	4.9m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	4.82	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	1,526	830,713 (T)
Percentage Change in Total Real Collections since 1983	+458%	+293% (T)
Total Number of Paternity Established-FY 92	916	515,393 (T)
Number of out-of-wedlock births-1990	2,515	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator John Breaux, like many southerners, falls within the moderate to conservative political spectrum. He is viewed as ambitious and bright. His talents have been rewarded by his past appointment as chairman of the Democratic Senatorial Campaign Committee and by selection for membership on the Finance Committee.

While Senator Breaux's budget differences with the White House are well known, he is known more as a pragmatist than an ideologue. He supports the interests of business, particularly the nuclear power and petrochemical industry.

WELFARE REFORM ISSUES/PRIORITIES

Senator Breaux is a solid supporter of the Administration's welfare reform plan in Congress and a cosponsor of the Administration's welfare reform bill. However, Senator Breaux is very concerned about the financial impact of the welfare reform on states particularly low benefit states such as Louisiana.

As Chairman of the Finance Subcommittee on Social Security and Family Policy, Senator Breaux held a hearing on welfare issues.

HEALTH REFORM ISSUES/PRIORITIES

In the area of health care, Senator Breaux is another one of the Finance Committee members who cares deeply about small business and rural health care. During the 102nd Congress, he co-sponsored with Senator Boren, S. 3299, the "Managed Competition Act of 1992." This was the Senate version of the Conservative Democratic Forum (CDF) legislation sponsored in the House by Cooper, Stenholm and Andrews. Although he still supports this he is very concerned about its limitations.

Senator John Breaux (D-LA)



Born:	3/1/44, Crowley, LA
Education:	U. of SW. LA, B.A.; LSU, J.D.
Military:	None
Prev. Occup:	Lawyer
Family:	Wife, Lois Daigle; 4 children
Religion:	Roman Catholic
Pol. Career:	US House, 1972-87
Elected:	1986 (Re-election: 1998)
Residence:	Crowley
Committees:	Finance; Aging; Commerce; Science and Transportation

In addition to supporting the CDF managed competition bill, Senator Breaux also opposes price caps and freezes to control costs. Beginning in late spring, Senator Breaux has made very positive public comments about the prospects for health care reform and praised the consultative process with both Democrats and Republicans. He believes people want health care reform, but it will be important to sell the benefits first (and sell people on what they are getting). He also thinks it should include malpractice reform. He is deeply concerned about the impact on small business.

At the September 30 Finance Committee hearing, reiterated his objective to "marry" his managed competition bill with the Administration's proposal. He expressed his concerns about the plan's over regulation and the short amount of time before premium caps would begin.

LEGISLATIVE INTERESTS

103rd Congress:

The Senator introduced legislation to repeal the rule providing for termination of disabled adult child's benefits upon marriage (S. 559); to amend the Internal Revenue Code to provide a credit of the employer portion of Social Security taxes paid on tips (S. 573); and to provide Medicare coverage for outpatient self-management training for diabetics (S. 602).

Senator Breaux is one of the cosponsors of the Administration's welfare reform legislation (Moynihan, S. 2224).

102nd Congress:

The Senator's interests were health care reform, and expanding Medicare services.

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Louisiana

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	4,287,000	252,160(T)	21
Child Population (4/1/90)	1,233,000	63,924(T)	18
Percent of Population that are children (7/1/92)	29.2%	25.7%(A)	6
Per Capita Personal Income-FY 89	13,041	17,567(A)	46
Poverty Rate			
1991	19.0%	13.7%(A)	3
1989	23.3%	12.7%(A)	1
1983	21.6%	15.4%(A)	5
1979	18.6%	12.4%(A)	4
Change in Rate (1979-1991)	+4%	+1.3%(A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	181.8m	22,223.5m(T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	190	367(M)
Food Stamp benefit-Jan 93	292	285(M)
Combined benefits-Jan 93	482	652(M)
Percent of poverty threshold-Jan 93	52%	70%
Percent change in AFDC benefit levels since 1980	-35.6%	-22.4%

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	92,200	4,768,600(T)
AFDC Reciprocity Rate-FY 92	6.4%	+20% (A)
Change in AFDC Reciprocity-FY 88-92	+3%	5.3% (A)
Average Payment per Family-FY 92	164	388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.0	2.9 (A)
Food Stamp Reciprocity FY 92	18.17%	9.95% (A)

<u>AFDC - Income Data</u>	<u>State</u>	<u>U.S. (%)</u>
Percent of Families with Unemployed Parent-9/92	7%	5.7% (A)
Percent with Earned Income-10/90-9/91	3.3%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	27.6%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	3,121	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (%)</u>
Total Collections-FY 92	84.4m	7,951.1m (T)
AFDC Collections-FY 92	26.0m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	2.74	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	12,510	830,713 (T)
Percentage Change in Total Real Collections since 1983	+210%	+293 % (T)
Total Number of Paternities Established-FY 92	11,764	515,393 (T)
Number of out-of-wedlock births-1990	26,601	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Having set aside a pledge not to seek reelection unless real estate tax rates fell and the budget deficit was cut, Senator Kent Conrad was elected to a second term as a result of the special election that followed the death of Senator Burdick.

Senator Conrad is one of a group of "prairie populists" and has a reputation for hard work and tenacity. His energies in the past have been focused on helping embattled farmers at home. From the Agriculture Committee, he has fought to maintain government crop subsidies. He has spent equal energy attacking the budget deficit and was the founder of the bipartisan Deficit Reduction Caucus.

In addition to serving on the Agriculture Committee, Senator Conrad also sits on Finance, Budget and the Select Committee on Indian Affairs.

WELFARE REFORM ISSUES/PRIORITIES

Senator Conrad has not focused much attention on welfare issues, but staff indicated that he is concerned about the duplication of services and the lack of coordination among federal job training programs. He also is concerned about the implementation of the program in Indian country.

HEALTH REFORM ISSUES/PRIORITIES

Senator Conrad is known as a "budget hawk" and will look closely at the financing package and how the reform plan impacts the federal deficit. He opposes large new taxes to support reform. In previous Finance and Small Business Committee meetings, Conrad has been concerned about mandates and their effect on small business.

Senator Conrad's foremost health concern is rural health care. He is also an advocate for the need to improve and increase funding for the Indian Health Service. He advocated simple, understandable language and provisions that he could explain to his largely rural constituents.

Senator Kent Conrad (D-ND)



Born: 3/12/48, Bismarck, ND
Education: Stanford U., B.A.; GWU, M.B.A.
Military: None
Prev. Occup: North Dakota Tax Commissioner, 1981-1986
Family: Lucy Calautti; 2 children
Pol. Career: None
Religion: Unitarian
Elected: 1986 [re-election: 1998]
Residence: Bismarck
Committees: Finance, Agriculture, Budget, Indian Affairs

He has also expressed concern about the "overly bureaucratic" nature of the alliances as they are currently structured in the HSA.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Conrad is a cosponsor of the President's Health Security Act (S. 1757). He has cosponsored legislation to protect and improve the availability of quality health care services in rural areas (Harkin, S.97 & Baucus S.1143), to provide incentives to health care providers serving rural areas (Pryor, S.241); and to provide for Medicaid coverage for nurse practitioners (Daschle, S.466).

102nd Congress:

The Senator's interests included long-term care, rural health care, and children.

7/7/94

North Dakota

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	636,000	255.1m (T)	47
Child Population (4/1/90)	176,000	63.9m (T)	46
Percent of Population that are children (7/1/92)	27.5%	25.7% (T)	11
Per Capita Personal Income-FY 89	13,261	17,567 (A)	43
Poverty Rate			
1991	14.5%	13.7% (A)	21
1989	12.2%	12.7% (A)	26
1983	15.1%	15.4% (A)	27
1979	12.6%	12.4% (A)	20
Change in Rate (1979-1991)	+1.9%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC -- Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	27.5m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	401	367 (M)
Food Stamp benefit-Jan 93	269	285 (M)
Combined benefits-Jan 93	670	652 (M)
Percent of poverty threshold-Jan 93	72%	70% (M)
Percent change in AFDC benefit levels since 1980	-29.6%	-22.4% (A)

<u>AFDC -- Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload-FY 92	6,400	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	2.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+32%	+20% (A)
Average Payment per Family-FY 92	358	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	7.23%	9.95% (A)

<u>AFDC - Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-10/90-9/91	2.1%	5.7% (A)
Percent with Earned Income-10/90-9/91	20.5%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	49.6%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	1,751	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	15.6m	7,951.1m (T)
AFDC Collections-FY 92	6.0m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	3.93	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	1,597	830,713 (T)
Percentage Change in Total Real Collections since 1983	+473%	+293% (T)
Total Number of Paternities Established-FY 92	1,446	515,393 (T)
Number of out-of-wedlock births-1990	1,699	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Bob Packwood is viewed as independent and a moderate. In this role, he has sometimes riled his fellow Republicans by working to reverse the Supreme Court's ruling limiting the effects of sex-discrimination and other civil rights laws, and being outspoken advocate of legalized abortion.

Senator Packwood is the ranking Republican on the Finance Committee.

Sexual harassment charges made against Packwood in November 1992 caused him to lose support among women's groups, who he had been popular with because of his efforts on behalf of abortion rights.

WELFARE REFORM ISSUES/PRIORITIES

Senator Packwood is very interested in state flexibility under the President's welfare reform legislation. He is a supporter of Oregon's pending welfare waiver. However, he is frustrated with the Department's delay in issuing a decision on the application. Given his extensive experience with past welfare reform efforts, he is interested in the differences between the President's plan, the Family Support Act and other past proposals.

Senator Packwood is cosponsor of the Senate GOP welfare reform bill. The Co-Chairs of the Welfare Reform Working Group have met with Senator Packwood and his staff.

HEALTH REFORM ISSUES/PRIORITIES

During his reelection campaign, Senator Packwood singled out health care as an issue on which he was closer to then-Governor Clinton than his Democratic opponent. He is also a strong pro-choice advocate and he pressed hard for the Oregon waiver. Senator Packwood is interested in the role of the tax cap and how much in subsidies would be required. Senator Packwood has said he would consider an employer mandate. In 1974, he also introduced President Nixon's

Senator Bob Packwood (R-OR)



Born:	9/11/32; Portland, OR
Education:	Willamette U., B.A.; New York U., LL.B.
Military:	None reported
Prev. Occup:	Lawyer
Family:	Divorced; 2 children
Religion:	Unitarian
Pol. Career:	OR House, 1963-69
Residence:	Salem
Elected:	1968 [Re-election: 1998]
Committees:	Finance; Joint Committee on Taxation; Committee on Commerce, Science and Transportation

Health Care Reform legislation which included an employer mandate.

At the September 30 Finance hearing, he wanted confirmation that abortion would be included as a pregnancy related service in the guaranteed benefit package; expressed his fear that the plan would encourage companies to force employees into early retirement to lower health care costs; asked if drugs prescriptions would increase with the new benefit, and queried if high cost/low benefit services would be rationed.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Packwood sponsored "The Secure Choice Act of 1993" (S. 1600), which amends the Social Security Act to establish long-term care programs for the elderly. Senator Packwood has cosponsored legislation to: make technical changes to the Medicare program (Dole, S. 176); improve the reproductive rights of women (Mitchell, S. 25); and develop centers of research on contraception and infertility (Harkin, S. 95). He also cosponsored "the Rural Primary Care Act of 1993" (Pryor, S.241) and "The Freedom of Access to Clinic Entrances Act of 1993" (Kennedy, S. 636).

On legislation related to welfare reform, Senator Packwood cosponsored the Senate GOP welfare reform bill (Brown, S. 1795).

ADDITIONAL INFORMATION

The Senator's interests included rural health care, improving access to health care benefits, and long-term care.

7/7/94

Oregon

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	2.98m	255.1m (T)	29
Child Population (4/1/90)	727,000	63.9m (T)	30
Percent of Population that are children (7/1/92)	25.6%	25.7% (T)	32
Per Capita Personal Income-FY 89	15,785	17,567 (A)	30
Poverty Rate			
1991	13.5%	13.7% (A)	27
1989	11.2%	12.7% (A)	30
1983	16.4%	15.4% (A)	19
1979	10.7%	12.4% (A)	29
Change in Rate (1979-1991)	+2.8%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC -- Benefits	State	U.S. (*)
Total assistance payments-FY 92	200.1m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	460	367 (M)
Food Stamp benefit-Jan 93	287	285 (M)
Combined benefits-Jan 93	747	652 (M)
Percent of poverty threshold-Jan 93	80%	70% (M)
Percent change in AFDC benefit levels since 1980	-30.5%	-22.4% (A)

AFDC -- Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	41,500	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	3.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+29%	+20% (A)
Average Payment per Family-FY 92	402	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	8.90%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	6.0%	5.7% (A)
Percent with Earned Income-10/90-9/91	11.1%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	20.2%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	5,008	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	107.4m	7,951.1m (T)
AFDC Collections-FY 92	25.6m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend.-FY 92	5.10	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	8,321	830,713 (T)
Percentage Change in Total Real Collections since 1983	+182%	+293% (T)
Total Number of Paternities Established-FY 92	4,942	515,393 (T)
Number of out-of-wedlock births-1990	11,041	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

As Republican Leader, Senator Dole has earned a reputation as an effective floor leader and skillful deal maker. He is equally well known for his acerbic wit.

Senator Dole chaired the Senate Finance Committee when the Republicans controlled the Senate in 1985 and 1986.

On the Finance Committee, Dole has been at the center of debate on Social Security and health policy issues. For example, he played a key role in the compromise that led to the rescue bill that saved the Social Security system. He has a strong interest in rural health issues and consistently seeks to protect the viability of small hospitals in those areas. He is Co-Chair of the Senate Rural Health Caucus. He has acted to protect academic health centers in Kansas.

In addition to his efforts in the area of health care, he has taken a supportive role with regard to civil rights and services for the disabled. He is also concerned about veterans, mental health coverage, and the self-employed.

WELFARE REFORM ISSUES/PRIORITIES

As one of the primary sponsors of the Senate Republican welfare reform legislation, Senator Dole is considered a conservative partisan on welfare issues. Although his position will be largely influenced by external political circumstances, there is a chance that he will eventually take a more pragmatic approach to welfare reform. His Chief of Staff, Sheila Burke, is considered well-informed and pragmatic on these issues.

Senator Bob Dole (R-KS)



Born: 7/22/23, Russell
Education: U. of KS; Washburn
U, A.B. and LL.B.
Military: Army, 1943-48
Prev. Occup.: Lawyer
Family: Wife, Mary Elizabeth
Hanford; 1 child
Religion: Methodist
Pol. Career: KS house, 1953-61;
Russell County
Attorney, 1953-61;
Republican nominee
for Vice President,
1976; Sought
Republican
nomination for
President, 1980,
1988
Residence: Russell, KS
Elected: 1968 [Re-election:
1998]
Committees: Finance, Agriculture,
Rules, Joint
Committee on
Taxation, Select
Committee on
Intelligence

HEALTH REFORM ISSUES/PRIORITIES

Senator Dole continues to express an interest in working with the Administration on health care reform. Dole is very effective with two key Republicans - Senators Chafee and Kassebaum. Publicly, Senator Dole has indicated his opposition to price controls and to new taxes without delivering on cost containment first. Although he is opposed to employer mandates, he has stated a willingness to negotiate on this issue. He has been particularly supportive of sin taxes. Senator Dole sponsored, for the Bush Administration, a bill to increase the availability and affordability of health insurance, especially for small employers. He also cosponsored the Senate GOP health care reform bill (Chafee, S. 1936).

At the September 30 Finance Hearing, Senator Dole's remarks focused on the need to keep our health system "the envy of the world", to not write off certain groups as special interest groups but to respect their contributions, and to follow the Hippocratic oath of "do no harm." He expressed his desire that health care reform not decrease choice and quality, create growing entitlements, or reinvent a new big bureaucracy.

LEGISLATIVE INTERESTS

Since Senator Dole assumed a leadership role in the Senate, he has not played an active role in drafting legislation.

103rd Congress:

Senator Dole is the sponsor of the Republican welfare reform bill.

Senator Dole introduced a bill to make technical changes to the Medicare program (S. 176). In addition, he is one of the sponsor's of the Senate GOP welfare reform bill, the Welfare Reform Act of 1994 (Brown, S. 1795).

102nd: The Senator's interests extended to phasing out the earnings test under Social Security, enhancing payments made to Medicare-dependent small rural hospitals and expanding Medicare coverage to include mental health professional services in community health centers.

Kansas

<u>Demographics</u>	<u>State</u>	<u>U.S. (%)</u>	<u>Rank</u>
Population (7/1/92)	2,523,000	255,082,000 (T)	32
Child Population (4/1/90)	663,000	63,924,000 (T)	32
% Population that are children (7/1/92)	26.8%	25.7% (A)	14
Per Capita Personal Income-FY 89	\$16,182	\$17,567 (A)	27
Poverty Rate			
1991	12.3%	13.7% (A)	33
1989	10.8%	12.7% (A)	34
1983	13.5%	15.4% (A)	35
1979	10.1%	12.4% (A)	37
Change in Rate (1979-1991)	+2.2%	1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC -- Benefits</u>	<u>State</u>	<u>U.S. (%)</u>
Total assistance payments-FY 92	119.2m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	\$429	\$367 (M)
Food Stamp benefit-Jan 93	\$278	\$285 (M)
Combined benefits-Jan 93	\$707	\$652 (M)
Percent of poverty threshold-Jan 93	76%	70% (M)
Percent change in AFDC benefit levels since 1980-27.1%		-22.4%

<u>AFDC -- Caseloads</u>	<u>State</u>	<u>U.S. (%)</u>
Average Monthly AFDC Caseload-FY 92	28,700	4,786,600 (T)
AFDC Reciprocity Rate-FY 92	3.4%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+19%	20% (A)
Average Payment per Family-FY 92	\$346	\$388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.0	2.9% (A)
Food Stamp Reciprocity FY 92	6.94%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	7.5%	5.7% (A)
Percent with Earned Income-10/90-9/91	13.4%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	20.1%	21% (A)
Number of JOBS participants on AFDC-FY 91	3,667	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	66,100,000	7,951,100,000 (T)
AFDC Collections-FY 92	20,900,000	2,252,600,000 (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	3.73	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 923,222	6,120	830,713 (T)
Percentage Change in Total Real Collections since 1983	+566%	+293% (T)
Total Number of Paternities Established-FY 92	3,198	515,393 (T)
Number of out-of-wedlock births-1990	8,397	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator William Roth is a conservative who often votes against legislation he views as costly; for instance, he was one of only four Senators to vote against passage of the Ryan White AIDS CARE bill.

On the Finance Committee, Senator Roth is the ranking minority on the Subcommittee on Taxation and has focused his attention on tax code issues. Senator Roth also serves on the Governmental Affairs Committee where he has been active in issues related to government pay and procurement policies. He has a strong interest in weeding out fraud and abuse in Federal programs.

WELFARE REFORM ISSUES/PRIORITIES

Roth is a fiscal and social conservative, but he may be inclined toward more moderate welfare reform legislation. He is up for reelection in 1994 and his lead staffer on welfare issues is Joanne Barnhart, former Assistant Secretary for Children and Families. His staff believes that the Senator is in favor of welfare reform, but only a plan that really works and is cost effective.

The Co-Chairs of the Welfare Reform Working Group have met with Senator Roth's staff on numerous occasions. However, the Senator has not met with the Co-Chairs.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Roth is not a cosponsor any welfare reform bill.

Senator Roth has sponsored legislation to require reporting of group health information on W-2 forms (S. 285).

Senator William Roth (R-DE)



Born:	7/22/21, Great Falls, MT
Education:	U. OR., B.A.; Harvard U., M.B.A., LL.B.
Military:	Army, 1943-46
Prev. Occup:	Lawyer
Family:	Wife, Jane Richards; 2 children
Religion:	Episcopalian
Pol. Career:	Republican nominee for Lieutenant Governor, 1960; US House, 1967-71
Elected:	1970 (Re-election: 1994)
Residence:	Wilmington
Committees:	Finance, Governmental Affairs, Joint Economic Committee

102nd Congress:

Senator Roth sponsored legislation to require reporting of group health plan information on W-2 forms (S. 365). He cosponsored bills to eliminate the earnings tests for Social Security (S. 10, S. 81, S. 194). He also cosponsored legislation to coordinate and to improve coordinated HMO's under Medicaid (S. 2077).

On health care reform, Senator Roth has neither sponsored or cosponsored any health care reform legislation. He has discussed allowing small business to buy into the FEHBP (Federal Employees Health Benefits Plan).

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Delaware

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	689,000	255.1m (T)	46
Child Population (4/1/90)	164,000	63.9m (T)	48
Percent of Population that are children (7/1/92)	24.6%	25.7% (T)	40
Per Capita Personal Income-FY 89	19,116	17,567 (A)	9
Poverty Rate			
1991	7.5%	13.7% (A)	50
1989	10.0%	12.7% (A)	41
1983	8.5%	15.4% (A)	49
1979	11.8%	12.4% (A)	25
Change in Rate (1979-1991)	-4.3%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC - Benefits	State	U.S. (*)
Total assistance payments-FY 92	37.3m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	338	367 (M)
Food Stamp benefit-Jan 93	288	285 (M)
Combined benefits-Jan 93	626	652 (M)
Percent of poverty threshold-Jan 93	67%	70% (M)
Percent change in AFDC benefit levels since 1980	-25.5%	-22.4% (A)

AFDC - Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload-FY 92	10,700	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	3.8%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+30%	+20% (A)
Average Payment per Family-FY 92	290	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	7.40%	9.95% (A)

AFDC -- Income Data	State	U.S. (%)
Percent of Families with Unemployed Parent-10/90-9/91	1.0%	5.7% (A)
Percent with Earned Income-10/90-9/91	9.6%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	31.8%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	870	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (%)
Total Collections-FY 92	25.9m	7,951.1m (T)
AFDC Collections-FY 92	7.3m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	2.88	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	2,663	830,713 (T)
Percentage Change in Total Real Collections since 1983	+220%	+293% (T)
Total Number of Paternities Established-FY 92	1,573	515,393 (T)
Number of out-of-wedlock births-1990	3,222	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator John Danforth is a conservative who, as the ranking member on Finance's Trade Subcommittee and also the full Commerce Committee, has focused most of his attention on trade, transportation and other business issues. However, humanitarian issues more in keeping with his preparation for the priesthood take center place on his agenda. Included are his efforts in areas such as civil rights and famine relief. In 1990, he authored "living will" legislation which allows people in advance of a medical crisis to dictate the extent of their treatment.

WELFARE REFORM ISSUES/PRIORITIES

Danforth is retiring at the end of this session. While his staff has raised concerns about the punitive nature of the family cap and the two-year time limit, Danforth is considered to be a moderate conservative on welfare issues. Senator Danforth is not a cosponsor of the Republican welfare reform bill, however, he is a cosponsor the Kassebaum welfare reform bill that would give states authority to develop its own welfare programs.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Danforth is a cosponsor of the Welfare and Medicaid Responsibility Exchange Act of 1994 (Kassebaum, S. 1891).

Senator Danforth has sponsored legislation to permit payments under a State Medicaid plan to vaccine manufacturers (S. 151). The senator has cosponsored legislation to: expand access to health care and improve cost controls through reform and simplification of private health insurance (Kassebaum, S. 325); and to make technical changes to the Medicare program (Dole, S. 176).

Senator John Danforth (R-MO)



Born:	9/5/36, St. Louis, MO
Education:	Princeton U., A.B.; Yale U., B.D. and LL.B.
Military:	None reported
Prev. Occup:	Lawyer; clergyman
Family:	Wife, Sally Dobson; 5 children
Religion:	Episcopalian
Pol. Career:	MO Attorney General, 1969-77; Republican nominee for U.S. Senate, 1970
Residence:	Newburg
Elected:	1976 (Re-election 1994)
Committees:	Finance; Commerce, Science, and Transportation and Intelligence

On health care reform, Senator Danforth cosponsored a range of bills related to health care reform including S. 2346, the BasicCare Health Access and Cost Control Act (Kassebaum) and S. 3387, the Health Care Liability Reform and Quality of Care Improvement Act (Hatch). In the 103rd Congress Senator Danforth has co-sponsored legislation to provide for comprehensive health care access expansion and cost control through reform of the private health care insurance (Kassebaum, S. 325).

102nd Congress:

Senator Danforth sponsored legislation to help sole community hospitals under Medicare.

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Missouri

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	5.19m	255.1m (T)	15
Child Population (4/1/90)	1.32m	63.9m (T)	15
Percent of Population that are children (7/1/92)	25.8%	25.7% (T)	31
Per Capita Personal Income-FY 89	16,431	17,567 (A)	23
Poverty Rate			
1991	14.8%	13.7% (A)	19
1989	12.6%	12.7% (A)	22
1983	16.7%	15.4% (A)	16
1979	12.2%	12.4% (A)	23
Change in Rate (1979-1991)	+2.6%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	273.9m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	292	367 (M)
Food Stamp benefit-Jan 93	292	285 (M)
Combined benefits-Jan 93	584	652 (M)
Percent of poverty threshold-Jan 93	63%	70% (M)
Percent change in AFDC benefit levels since 1980	-31%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	85,200	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	4.8%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+22%	+20% (A)
Average Payment per Family-FY 92	268	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.9	2.9 (A)
Food Stamp Reciprocity FY 92	10.57%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	5.3%	5.7% (A)
Percent with Earned Income-10/90-9/91	7.0%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	23.9%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	1,733	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	166.3m	7,951.1m (T)
AFDC Collections-FY 92	49.7m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	4.88	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	13,430	830,713 (T)
Percentage Change in Total Real Collections since 1983	+818%	+293% (T)
Total Number of Paternities Established-FY 92	23,982	515,393 (T)
Number of out-of-wedlock births-1990	22,643	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator John Chafee is considered a political moderate. He has used his position on the Environment Committee to further his interests in protecting nature and wildlife. On the Finance Committee he has supported tax increases to reduce the deficit and tax credits for child care expenses.

During his tenure as chairman of the Republican group of Republican health policy leaders he facilitated weekly discussions on the various elements of health care reform. He has sought for several years to provide alternatives to institutionalization for mentally retarded citizens. He has a strong interest in children's issues, particularly child welfare.

WELFARE REFORM ISSUES/PRIORITIES

A thoughtful moderate on welfare issues, Chafee has organized a group of 10-12 moderate Senate Republicans who have resisted supporting the Dole-Brown legislation. Chafee and his staff represent the foundation for a bipartisan welfare reform bill in the Senate. Senator Chafee cosigned with other moderate Republicans (Senators Durenberger, Hatfield, Jeffords, Cohen, Simpson, Cohen, Bond and Stevens) a letter to the President setting forth core principles that should be included in any comprehensive welfare reform plan: time limits; employment assistance; community service jobs; social contracts; targeted benefits; discouraging early parenthood; child care; improved case management; paternity establishment and support; exclusion of undocumented immigrants; and serious penalties for fraud and abuse.

The Co-Chairs of the Welfare Reform Working Group have met with the Senator Chafee and his staff. The Senator has indicated that he would like to work constructively with the Administration on welfare reform.

Senator John Chafee (R-RI)



Born:	10/22/22, Providence, RI
Education:	Yale U., B.A.; Harvard U., LL.B.
Military:	Marine Corps 1942- 45; 1951-52
Prev. Occup:	Lawyer
Family:	Wife, Virginia Coates; 5 children
Religion:	Episcopalian
Pol. Career:	RI House, 1957-63; Governor, 1963-69; Secretary of Navy, 1969-72; Republican nominee for Senate 1972
Elected:	1976 (Re-election: 1994)
Residence:	Warwick
Committees:	Finance, Environment and Public Works; Banking

LEGISLATIVE INTERESTS

103rd Congress:

Senator Chafee cosponsored the Family and Medical Leave Act (P.L. 103-3). He has also cosponsored legislation: to provide coverage for alcoholism and drug dependency residential treatment services for pregnant women under the Medicaid program (Daschle, S. 484); to permit cooperative agreements between hospitals to enable such facilities to share expensive medical or high technology equipment or services (Cohen, S. 493); to provide coverage of outpatient self-management training services under Medicare Part B; and to regulate the sale and distribution of tobacco products (Bingaman, S. 672).

On health care reform, the senator has also sponsored the Senate GOP health care reform bill to expand access to health care by allowing tax credits for individuals and businesses for the purchase of insurance, expanding Medicaid eligibility to low-income individuals and increasing funding for community health centers (S. 1936).

102nd Congress:

Senator Chafee sponsored bills to expand the role of community health centers (S. 773); provide coverage under Medicaid for the cost of drugs (S. 1810); providing Medicaid coverage for additional immunizations for children (S. 905); provide access to prenatal care for undocumented aliens (S. 3212); repeal the provision of "best price" for manufactures rebates (S. 2950); and reform the disallowance process (S. 1240).

Rhode Island

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	1,005,000	255.1m (T)	43
Child Population (4/1/90)	227,000	63.9m (T)	43
Percent of Population that are children (7/1/92)	22.6%	25.7% (T)	48
Per Capita Personal Income-FY 89	18,061	17,567 (A)	14
Poverty Rate			
1991	10.4%	13.7% (A)	38
1989	6.7%	12.7% (A)	50
1983	14.8%	15.4% (A)	30
1979	10.3%	12.4% (A)	34
Change in Rate (1979-1991)	+1%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC - Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	128.4m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	554	367 (M)
Food Stamp benefit-Jan 93	262	285 (M)
Combined benefits-Jan 93	816	652 (M)
Percent of poverty threshold-Jan 93	88%	70% (M)
Percent change in AFDC benefit levels since 1980	-4.4%	-22.4% (A)

<u>AFDC - Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	21,300	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	5.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+40%	+20% (A)
Average Payment per Family-FY 92	502	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	8.66%	9.95% (A)

<u>AFDC - Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-9/92	3.1%	5.7% (A)
Percent with Earned Income-10/90-9/91	6.7%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	29.2%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	2,258	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	24.9m	7,951.1m (T)
AFDC Collections-FY 92	13.5m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend.-FY 92	2.31	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	3,346	830,713 (T)
Percentage Change in Total Real Collections since 1983	246%	+293% (T)
Total Number of Paternities Established-FY 92	24,057	515,393 (T)
Number of out-of-wedlock births-1990	3,997	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator David Durenberger, although denounced by the Senate in 1990 for ethics violations, has continued to enjoy a high profile among Senate health policy makers. He and Senator Hatch are the only two Senators who sit on both panels with jurisdiction over health and welfare programs (Finance and Labor and Human Resources) and the Democratic leadership often seeks their consensus-building abilities. He sits on both of the Finance health subcommittees; he is the ranking Republican on the Finance Subcommittee on Medicare and Long-Term Care, and the Labor Subcommittee on Disability Policy.

As a former Chairman of the Intelligence Committee, the Senator is an active member of the Environment Committee, has taken a particular interest in HHS issues. He has been at the forefront of legislative efforts to revamp Medicare; he was an outspoken sponsor of the 1983 legislation to reimburse hospitals on a prospective basis (the Prospective Payment System (PPS)), and he was also a player in 1989's effort to set a national fee schedule to reimburse physicians according to the relative value of the services they provide (Resource-Based Relative Value Scale (RBRVS)).

The Senator was also one of the three vice chairmen of the Pepper Commission, the congressionally-mandated panel studying health care access and costs.

WELFARE REFORM ISSUES/PRIORITIES

Senator Durenberger drafted and cosigned with other moderate Republican Senators (Senators Chafee, Hatfield, Jeffords, Cohen, Simpson, Cohen, Bond and Stevens) a letter to the President setting forth core principles that should be included in any comprehensive welfare reform plan:

Senator David Durenberger (R-MN)



Born: 8/19/34, Collegeville, MN
Education: St. John's U. B.A.; U. of MN, J.D.
Military: Army, Intelligence, 1955-56; Army Reserve, 1956-63
Prev. Occup: Lawyer, adhesives manufacturing executive
Family: Divorced; 4 children
Religion: Roman Catholic
Pol. Career: None previously
Residence: Minneapolis
Elected: 1978 (Re-election: 1994)
Committees: Finance; Labor and Human Resources; Environment; Aging

time limits; employment assistance; community service jobs; social contracts; targeted benefits; discouraging early parenthood; child care; improved case management; paternity establishment and support; exclusion of undocumented immigrants; and serious penalties for fraud and abuse. drafted and cosigned a letter with a moderate Republican group to express their main principles. The Co-Chairs of the Welfare Reform Team have met with Senator Durenberger's staff. The

LEGISLATIVE INTERESTS

103rd Congress:

Senator Durenberger is not a cosponsor of the Republican welfare reform bill.

Senator Durenberger has sponsored bills to encourage States to provide funds for programs to enhance and expand school health services (S. 632); to amend the IRS code to permanently increase the deductible health insurance costs for self-employed individuals (S. 571); and to make permanent the deduction of these costs (S. 572). He has also sponsored domestic employment legislation to raise the wage test from \$50 to \$250 a quarter, indexed for inflation (S. 402). He has cosponsored legislation: to combat violence and crimes against women (Biden, S. 11); to make technical changes in the Medicare program (Dole, S. 176); to establish federal standards for long-term care insurance (Kennedy, S. 203); to improve standards to prevent fraud and abuse in the purchasing of durable medical equipment under Medicare (Pryor, S. 516); and to establish federal standards for dietary supplements (Hatch, S. 784).

102nd Congress:

Senator Durenberger sponsored legislation in the area of social security; Medicaid drug rebates, and Alternative Dispute Resolutions. He also cosponsored a wide range of bills to help children, senior citizens, cancer research and reauthorization of Public Health Service programs.

On health care reform, Senator Durenberger sponsored the first Senate small group market insurance bill. He cosponsored Senator Bentsen's small group market bill; Senator Bingaman's Health Insurance Purchasing Cooperatives Act to allow small businesses to band together to purchase portable insurance; Senator Kitt Bond's bill to streamline health claims processing; Senator Moynihan's bill managed care legislation to provide more flexibility to States.

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Minnesota

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	4.48m	255.1m (T)	20
Child Population (4/1/90)	1.17m	63.9m (T)	20
Percent of Population that are children (7/1/92)	26.7%	25.7% (T)	16
Per Capita Personal Income-FY 89	17,746	17,567 (A)	15
Poverty Rate			
1991	12.9%	13.7% (A)	30
1989	11.2%	12.7% (A)	30
1983	12.3%	15.4% (A)	41
1979	9.5%	12.4% (A)	45
Change in Rate (1979-1991)	+3.4%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC - Benefits	State	U.S. (*)
Total assistance payments-FY 92	387m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	532	367 (M)
Food Stamp benefit-Jan 93	230	285 (M)
Combined benefits-Jan 93	762	652 (M)
Percent of poverty threshold-Jan 93	82%	70% (M)
Percent change in AFDC benefit levels since 1980	-25.2%	-22.4% (A)

AFDC - Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload (people)-FY 92	63,700	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	4.3%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+13%	+20% (A)
Average Payment per Family-FY 92	506	388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.0	2.9 (A)
Food Stamp Reciprocity FY 92	6.90%	9.95% (A)

AFDC -- Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	10%	5.7% (A)
Percent with Earned Income-10/90-9/91	13.4%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	30.1%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	9,341	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	189.5m	7,951.1m (T)
AFDC Collections-FY 92	53.3m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	4.27m	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	14,563	830,713 (T)
Percentage Change in Total Real Collections since 1983	+322%	+293% (T)
Total Number of Paternities Established-FY 92	5,348	515,393 (T)
Number of out-of-wedlock births-1990	14,192	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Charles Grassley has a very sensitive and accurate sense for politics and policy and, with a very capable staff, has managed to become quite an effective member of the Finance Committee.

He is a conservative who has mainly focused his attention on identifying fraud and misspending with his chief target being the Pentagon. The other major issue on Grassley's agenda is attacking the Federal deficit. He has supported a budget freeze to control the budget deficit and resisted increased defense spending at the cost of domestic programs.

In the health arena, he has written new laws to strengthen Alzheimer's disease-related research and services. He also succeeded in getting the 25% tax deduction for health insurance for the self-employed and seeks to raise it to 100%.

WELFARE REFORM ISSUES/PRIORITIES

Known as a conservative Republican, Senator Grassley maintains a similar approach to welfare issues. The Senator advocates a more punitive approach to welfare reform. He is concerned about the applicability of JOBS and WORK requirements in rural states like Iowa.

LEGISLATIVE INTERESTS

103rd Congress:

On legislation related to welfare reform, Senator Grassley is a cosponsor of the Real Welfare Reform Act of 1994 (Faircloth, S. 2143) and the Welfare to Work Act of 1994 (Kohl, S. 2057).

Senator Grassley has sponsored legislation providing increase Medicare reimbursement for primary care health practitioners and physician assistants (S.833-4).

Senator Charles Grassley (R-IA)



Born: 9/17/33, New Hartford, IA
Education: U. of Northern IA, B.A., M.A.
Military: None reported
Prev. Occup: Farmer
Family: Wife, Barbara Ann Speicher;
5 children
Religion: Baptist
Pol. Career: IA House, 1959-75; U.S.
House, 1975-81
Residence: Cedar Falls
Elected: 1980; Reelected 1992
Committees: Finance, Agriculture, Budget,
Judiciary, Select Committee
on POW/MIA Affairs, Special
Committee on Aging

On health care reform, Senator Grassley's primary health care interest has been rural health care, particularly perceived inequities in reimbursement to rural providers. He supports malpractice reform. According to Senator Pryor, Senator Grassley was impressed with the First Lady's April presentation before the Finance Committee and said: "Hillary is too smart for Republicans." On September 1, Senator Grassley told the Washington Times: "As politically popular as sin taxes might be, the public generally is very cynical about tax increases accomplishing anything."

102nd Congress:

Senator Grassley cosponsored the Senate GOP health care reform bill (Chafee, S. 1936). His interests included legislation pertaining to Alzheimer's disease, rural health care, and long-term care.

7/7/94

Iowa

<u>Demographics</u>	<u>State</u>	<u>U.S. (*)</u>	<u>Rank</u>
Population (7/1/92)	2,812,000	255,082,000 (T)	30
Child Population (4/1/90)	721,000	63,924,000 (T)	31
Percent of Population that are children (7/1/92)	26.0%	25.7% (A)	26
Per Capita Personal Income-FY 89	15,524	17,567 (A)	31
Poverty Rate			
1991	9.6%	13.7% (A)	44
1989	10.3%	12.7% (A)	40
1983	16.7%	15.4% (A)	16
1979	10.1%	12.4% (A)	35
Change in Rate (1979-1991)	-5%	+1.3% (A)	

Aid to Families with Dependent Children

<u>AFDC -- Benefits</u>	<u>State</u>	<u>U.S. (*)</u>
Total assistance payments-FY 92	164.3m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	426	367 (M)
Food Stamp benefit-Jan 93	262	285 (M)
Combined benefits-Jan 93	688	652 (M)
Percent of poverty threshold-Jan 93	74%	70%
Percent change in AFDC benefit levels since 1980	-30.6%	-22.4%

<u>AFDC -- Caseloads</u>	<u>State</u>	<u>U.S. (*)</u>
Average Monthly AFDC Caseload (people)-FY 92	37,200	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	3.7%	+20% (A)
Change in AFDC Reciprocity-FY 88-92	-1%	5.3% (A)
Average Payment per Family-FY 92	368	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	6.83%	9.95% (A)

AFDC - Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-9/92	7.3%	5.7% (A)
Percent with Earned Income-10/90-9/91	17.0%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	26.0%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	7,027	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	96.0m	7,951.1m (T)
AFDC Collections-FY 92	35.4m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	5.79	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	7,681	830,713 (T)
Percentage Change in Total Real Collections since 1985	+229%	+293% (T)
Total Number of Paternities Established-FY 92	4,416	515,393 (T)
Number of out-of-wedlock births-1990	8,282	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Orrin Hatch is a tireless conservative debater, who nevertheless shows a willingness to compromise in the interest of passage of important legislation. This ability to find a workable, middle solution has placed Senator Hatch at the center of many social policy debates.

Because of his ranking position on the Committee on Labor and Human Resources and his membership on the Committee on Finance during the 102nd Congress, Senator Hatch has taken part in the debate on most of the legislation affecting health and human services programs. He has used his positions to pursue legislation to expand services for poor women and children; provide homebased health care services, especially for the elderly and handicapped; strengthen AIDS education, research, and treatment efforts; and reauthorize PHS programs. Senator Hatch has proposed medical malpractice tort reform as one means of reducing health care costs.

As the ranking minority member on the Senate Labor and Human Resources Committee until the current Congress, Senator Hatch has been at the forefront of all the major PHS laws in the past decade --from the Ryan White AIDS law to the Orphan Drug Act. Senator Hatch has a keen ability to broker issues with Senator Kennedy. In the past, he has been a champion of the FDA, and has devoted considerable effort to ensure its has adequate resources. Last year, at the behest of the Administration, Senator Hatch led the fight against provisions in the NIH reauthorization legislation that would have lifted the moratorium on human fetal tissue transplantation research.

Senator Hatch was deeply involved in drafting the new FDA user fee law with Senator Kennedy and Representatives Waxman and Dingell. He is the author of provisions requiring a one-year moratorium on the Nutrition Labeling and Enforcement Act requirements for food supplements. He also successfully brokered a bill to impose debarment and other penalties for illegal activities involving the approval of abbreviated drug applications.

Senator Orrin G. Hatch (R-UT)



Born:	March 22, 1934, Pittsburgh, PA
Education:	Brigham Young U., B.S.; U. of Pittsburgh, J.D.
Military:	None reported
Prev. Occup:	Lawyer
Family:	Wife, Elaine Hansen; 6 children
Religion:	Mormon
Pol. Career:	No previous office
Residence:	Salt Lake City
Elected:	1976, (Re-election 1994)
Committees	Finance, Judiciary, Labor

WELFARE REFORM ISSUES/PRIORITIES

Normally very conservative on social issues, Hatch is someone we can work with on welfare reform. He was a strong supporter of Child Care and Development Block Grant and might be very helpful on child care and child support issues. Senator Hatch views the issue of welfare reform as bipartisan and shares much of the President's views on welfare reform. He is very interested in passing a welfare reform bill that will be bipartisan and realistic.

LEGISLATIVE INTERESTS

103rd Congress:

Senator Hatch is not a cosponsor of any welfare reform bill.

Senator Hatch has not sponsored any health care reform related legislation.

102nd Congress:

In the area of health care reform and delivery, Senator Hatch sponsored four bills aimed at improving the health care delivery system by reforming medical liability and ensure access to affordable quality health care (S. 489, S. 1123, S. 3348, and S. 3387). Although not a primary sponsor in the area of Social Security, Senator Hatch has cosponsored several bills of interest to SSA including proposals to eliminate the earnings test for retirees (S. 10, S. 81, and S. 194); cut Social Security contribution tax rates and return to pay-as-you-go financing (S. 11); and exclude the imposition of employer Social Security taxes on cash tips (S. 765). In the public health area, Senator Hatch cosponsored several bills that revised and extended various Public Health Service programs. Of the bills that he cosponsored, the ADAMHA Reorganization Act (Pub.L. 102-321) was one of the bills where his consummate brokering skills were key to achieving PHS goals.

7/7/94

Utah

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	1,813,000	255.1m (T)	34
Child Population (4/1/90)	629,000	63.9m (T)	33
Percent of Population that are children (7/1/92)	36.5%	25.7% (T)	1
Per Capita Personal Income-FY 89	13,027	17,567 (A)	47
Poverty Rate			
1991	12.9%	13.7% (A)	30
1989	8.2%	12.7% (A)	46
1983	13.9%	15.4% (A)	33
1979	10.3%	12.4% (A)	34
Change in Rate (1979-1991)	+2.6%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC - Benefits	State	U.S. (*)
Total assistance payments-FY 92	75.5m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	402	367 (M)
Food Stamp benefit-Jan 93	269	285 (M)
Combined benefits-Jan 93	671	652 (M)
Percent of poverty threshold-Jan 93	72%	70% (M)
Percent change in AFDC benefit levels since 1980	-50.9%	-22.4% (A)

AFDC - Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload-FY 92	17,900	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	2.9%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+10%	+20% (A)
Average Payment per Family-FY 92	351	388 (A)
Average Number in AFDC Unit (10/90-9/91)	3.0	2.9 (A)
Food Stamp Reciprocity FY 92	6.78%	9.95% (A)

AFDC - Income Data	State	U.S. (*)
Percent of Families with Unemployed Parent-10/90-9/91	0.7%	5.7% (A)
Percent with Earned Income-10/90-9/91	19.9%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	21.6%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	7,311	460,914 (T)

Child Support Enforcement

Collections and Expenditures	State	U.S. (*)
Total Collections-FY 92	52.6m	7,951.1m (T)
AFDC Collections-FY 92	18.9m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend.-FY 92	3.08	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	3,973	830,713 (T)
Percentage Change in Total Real Collections since 1983	+287%	+293% (T)
Total Number of Paternities Established-FY 92	2,957	515,393 (T)
Number of out-of-wedlock births-1990	4,910	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book

POLITICAL PROFILE

Senator Wallop recently announced that he would not run for re-election in 1994. Noted for his strong conservative views, he comes down on the side of business when environmental issues are debated. National security issues are also of interest to him.

This is the second time the Senator has been on the Finance Committee; his earlier tenure was from 1979 through 1988. During those years he demonstrated an interest in rural concerns but focused primarily on tax matters.

WELFARE REFORM ISSUES/PRIORITIES

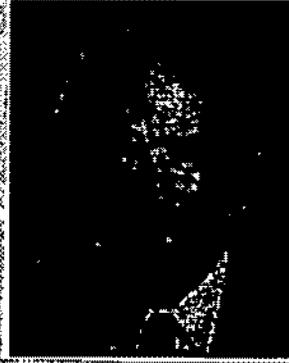
One of the most conservative members of the Senate, Wallop is also retiring this year. While, the Senator agrees with the premise that a new welfare system requires more funding before there are any savings, his staff believes that the Senator has many problems with the Administration's welfare reform legislation. Particularly, he is concerned about the impact of the plan on rural and hard to serve areas in Wyoming.

Senator Wallop is not a cosponsor of any welfare reform legislation.

HEALTH REFORM ISSUES/PRIORITIES

Senator Wallop has demonstrated an interest in rural health concerns but focused primarily on tax matters. He is very strong on state flexibility, federal costs, frontier/rural issues, and he is adamantly opposed to employer mandates. He has serious doubts about managed competition's applicability to serve rural areas. Senator Wallop wants us to be extremely cautious, because he believes that we can hurt far more than we can help. In August, Senator Wallop stated his belief that the cost of health care reform is not warranted for the few people who are not presently covered. He also stated his aversion to increased entitlement.

Senator Malcolm Wallop (R-WY)



Born: 2/27/33,
New York City
Education: Yale U., B.A.
Military: Army, 1955-57
Prev. Occup: Rancher,
Meatpacking
executive
Family: Wife, French Carter
Gamble; 4 children, 1
stepchild
Religion: Episcopalian
Pol. Career: WY House, 1969-73;
WY Senate, 1973-
77; sought
Republican
nomination for
governor, 1974
Elected: 1977 [Re-election:
1994]
Residence: Big Horn
Committees: Finance; Energy;
Small Business;
Intelligence

LEGISLATIVE INTERESTS

103rd Congress:

Senator Wallop is not a cosponsor of any welfare reform legislation.

The Senator has cosponsored legislation to make technical changes to the Medicare program (Dole, S. 176).

102nd Congress:

Senator Wallop cosponsored the Senate GOP health care reform bill and Senator Hatch's bill to improve the medical liability system.

Wyoming

Demographics	State	U.S. (*)	Rank
Population (7/1/92)	466,000	255.1m (T)	51
Child Population (4/1/90)	136,000	63.9m (T)	50
Percent of Population that are children (7/1/92)	30.0%	25.7% (T)	4
Per Capita Personal Income-FY 89	14,135	17,567 (A)	37
Poverty Rate			
1991	9.9%	13.7% (A)	40
1989	10.9%	12.7% (A)	32
1983	12.7%	15.4% (A)	37
1979	7.9%	12.4% (A)	51
Change in Rate (1979-1991)	+2.0%	+1.3% (A)	

Aid to Families with Dependent Children

AFDC -- Benefits	State	U.S. (*)
Total assistance payments-FY 92	27.2m	22,223.5m (T)
AFDC Grant-Jan 93 (Mother-two children-0 income)	360	367 (M)
Food Stamp benefit-Jan 93	282	285 (M)
Combined benefits-Jan 93	642	652 (M)
Percent of poverty threshold-Jan 93	69%	70% (M)
Percent change in AFDC benefit levels since 1980	-8.2%	-22.4% (A)

AFDC -- Caseloads	State	U.S. (*)
Average Monthly AFDC Caseload-FY 92	6,600	4,768,600 (T)
AFDC Reciprocity Rate-FY 92	4.1%	5.3% (A)
Change in AFDC Reciprocity-FY 88-92	+44%	+20% (A)
Average Payment per Family-FY 92	343	388 (A)
Average Number in AFDC Unit (10/90-9/91)	2.8	2.9 (A)
Food Stamp Reciprocity FY 92	7.08%	9.95% (A)

<u>AFDC -- Income Data</u>	<u>State</u>	<u>U.S. (*)</u>
Percent of Families with Unemployed Parent-10/90-9/91	2.8%	5.7% (A)
Percent with Earned Income-10/90-9/91	27.4%	7.9% (A)
Percent Receiving Public Housing/ HUD Rent Subsidy-10/90-9/91	37.0%	21.0% (A)
Number of JOBS participants on AFDC-FY 91	950	460,914 (T)

Child Support Enforcement

<u>Collections and Expenditures</u>	<u>State</u>	<u>U.S. (*)</u>
Total Collections-FY 92	11.2m	7,951.1m (T)
AFDC Collections-FY 92	3.7m	2,252.6m (T)
Child Support Collections per \$ of Total Admin. Expend. -FY 92	4.87	3.99 (A)
Average Number AFDC Cases in which a Collection was Made-FY 92	2,094	830,713 (T)
Percentage Change in Total Real Collections since 1983	+1003%	+293% (T)
Total Number of Paternities Established-FY 92	3,493	515,393 (T)
Number of out-of-wedlock births-1990	1,383	1,165,384 (T)

*Type: A=average, M=median, T=total

Source: 1993 Green Book



Work



- Making welfare a transition to work:
Building on the JOBS program
 - The WORK program: Work, not welfare,
after two years
 - Supporting working families: EITC,
health reform, child care
- 



Responsibility

- Parental responsibility:
Child support enforcement
 - Accountability for taxpayers
 - Performance, not process
- 



Reaching the Next Generation

- Preventing teen pregnancy
 - Phasing in young people first
 - A clear message for teen parents:
Supports and sanctions
- 

IN THE YEAR 2000, UNDER REFORM:

- 2.4 MILLION ADULTS WILL BE SUBJECT TO THE NEW RULES, INCLUDING TIME LIMITS AND WORK REQUIREMENTS.
- ALMOST ONE MILLION PEOPLE WILL EITHER BE OFF WELFARE OR WORKING:
 - 331,000 PEOPLE WHO WOULD HAVE BEEN ON WELFARE WILL HAVE LEFT THE WELFARE ROLLS.
 - 222,000 PARENTS WILL BE WORKING PART-TIME IN UNSUBSIDIZED JOBS.
 - 394,000 PEOPLE WILL BE IN SUBSIDIZED JOBS IN THE WORK PROGRAM. THAT'S UP FROM 15,000 NOW.
- ANOTHER 873,000 RECIPIENTS WILL BE IN TIME-LIMITED SCHOOL OR TRAINING PROGRAMS LEADING TO EMPLOYMENT.
- FEDERAL CHILD SUPPORT COLLECTIONS WILL HAVE MORE THAN DOUBLED, FROM \$9 BILLION TO \$20 BILLION.
- TEEN PREGNANCY PREVENTION PROGRAMS WILL BE OPERATING IN 1000 MIDDLE AND HIGH SCHOOLS IN DISADVANTAGED NEIGHBORHOODS.
- ALL HOSPITALS WILL HAVE PATERNITY ESTABLISHMENT PROGRAMS IN PLACE.
- A NATIONAL CLEARINGHOUSE WILL BE IN PLACE, TRACKING PARENTS WHO OWE CHILD SUPPORT ACROSS STATE LINES.

**WORK AND RESPONSIBILITY ACT
OF 1994**

COSTS

Work and Responsibility Act of 1994

Five-Year Cost Summary¹

(\$ billions)

Additional funding for education, training and placement	2.8
WORK slots for participants who reach the two-year time limit	1.2
Additional child care spending for those in the mandatory education and training program and in the WORK slots	2.7
Additional child care for the working poor	1.5
Initial investments in the child support enforcement system and demonstrations	0.6
Teen pregnancy prevention	0.3
Other ²	1.7
Total	10.8
Net savings ³	(1.5)
Net total	9.3

¹ Budget outlays

² Includes state option to eliminate bias against two-parent families; investments in automation; and incentives to work and save.

³ From caseload reductions and reduced fraud

COSTS

In any welfare reform plan, up-front investments in education, training and placement services, child care, and the development of work opportunities and automation are required. The costs of welfare reform to the Federal government in our plan are estimated at \$9.3 billion over five years. The cost package is modest and carefully matched to financing.

Costs gradually increase over the five-year period, reaching an annual level of \$3.3 billion in 1999. The program phases in over time in a focused and pragmatic way that recognizes the need for States to develop infrastructure, train staff in the new culture and ensure that the program will be well-developed and implemented.

The package assumes that States share in the cost of welfare reform at a reasonable level; they will also share in the savings. The States' share of required expenditures on transitional assistance, WORK and child support enforcement of \$1.6 billion are more than balanced by estimated savings of \$1.7 billion from caseload reductions and child support enforcement. If States choose to enact the optional provisions of the proposal, which many States have already requested through waivers, our estimate is that the total cost to the States would be about \$1 billion.

TRANSITIONAL ASSISTANCE FOLLOWED BY WORK

Additional JOBS spending. New JOBS spending of \$2.8 billion over five years represents a 56-percent increase over current spending. In 1999, Federal spending allowed under the JOBS program will be \$1.9 billion. This will enable the JOBS program to serve approximately 750,000 participants at any one time. Costs per participant were estimated from the experience of the most effective current programs that provide education, training and placement services to welfare recipients.

WORK Spending. The WORK program, which begins serving participants in 1998 (when they begin hitting the two-year time limit), costs \$1.2 billion during the first five-year period. Costs of the WORK program increase over time, as more slots need to be developed for an expanded phased-in group, more of whom hit the time limit each year. By 1999, the WORK program is expected to be serving approximately 260,000 participants. WORK costs include materials and equipment, supervision, job development, and other costs.

Child Care Spending for JOBS and WORK participants. New child care spending of \$2.7 billion over five years for JOBS and WORK participants is added to annual Federal spending under current law. This represents the cost of a guarantee of child care to participants in both programs, and the costs of transitional child care for one year to those who leave the rolls. The estimates assume that in fiscal year 1999, 370,000 new slots will be created. Parental choice of child care arrangements, including both formal and informal arrangements, is guaranteed.

WELFARE REFORM FINANCING

Five-Year Federal Savings
(in billions)

Entitlement Reforms

Limit Emergency Assistance	\$ 1.6
Tighten Rules for Non-Citizens:	
Increased Sponsor Responsibility	2.8
Establish Similar Alien Eligibility Criteria	0.9
Review Benefits for Drug Addicts and Alcoholics	0.8
Income Test Meal Reimbursements	0.5
Target Farm Subsidies	0.5

Extend Expiring Provisions

Maintain Food Stamp Fraud Recoveries	0.1
Extend Fees for Passenger Processing	0.0
Extend Railroad Safety User Fees	0.2
Extend Expiring Superfund Tax	1.6

EITC Enforcement Measures

Deny EITC to Non-Resident Aliens	0.1
Require Income Reporting for Defense Personnel	0.2

TOTAL	9.3
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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

FOR IMMEDIATE RELEASE

June 14, 1994

Contact: Barry Toiv
(202) 395-7254

FINANCING THE PRESIDENT'S WELFARE REFORM PLAN

The President's welfare reform proposal does not increase the deficit or raise taxes. It is fully paid for over five years, *largely by reductions in entitlement spending*. The five-year total of these savings is over \$9 billion, more than \$7 billion of which is from reductions in entitlement spending. The offsets are as follows:

NEW REDUCTIONS IN ENTITLEMENT SPENDING

- Tighten SSI, AFDC, and Food Stamp sponsorship and eligibility rules for non-citizens. Sponsors of legal aliens would bear greater responsibility for those whom they encourage to come to the U.S. (Five-year savings: \$3.7 billion)
- Cap each State's spending in the AFDC Emergency Assistance (EA) program. EA spending has escalated dramatically in recent years as some States appear to have been using the funds for longer-term needs rather than for true emergency assistance to keep people off welfare. (\$1.6 billion)
- Income test meal reimbursements to family day care homes to improve targeting of subsidies. (\$500 million)
- Limit SSI eligibility for drug and alcohol addicted recipients (now under consideration in the Congress). (Approximately \$800 million)
- Better target agricultural support to full-time farmers by ending deficiency payments for those with more than \$100,000 in non-farm income. (\$500 million)

EXTENSIONS OF EXPIRING PROVISIONS

- Hold constant the portion of Food Stamp overpayment recoveries that States may retain. (\$100 million)
- Extend fees for passenger processing and other customs services as well as for railroad safety inspections. (\$200 million)
- Use excess savings from extension of corporate Superfund tax, with no impact on Superfund program. (\$1.6 billion)

REVENUE ENFORCEMENT MEASURES

- Deny the earned income tax credit (EITC) to non-resident aliens and require income reporting for EITC purposes for Defense personnel living abroad. (\$300 million)

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WORK AND RESPONSIBILITY ACT OF 1994

FINANCING

The financing for welfare reform comes from three areas: (1) reductions in entitlement programs; (2) extensions of various savings provisions set to expire in the future; and (3) better EITC targeting and compliance measures. Estimated Federal savings for all proposals are roughly \$9.3 billion over five years.

Entitlement Reforms

Cap the Emergency Assistance Program. The AFDC-Emergency Assistance (EA) Program is an uncapped entitlement program which has skyrocketed in recent years. In fiscal year 1990, expenditures totalled \$189 million; by fiscal year 1999 they are projected to reach almost \$1 billion. While the intent of the EA program is to meet short-term emergency needs and help keep people off welfare, States currently have wide latitude to determine the scope of their EA programs. Recently, States have realized that the definition of the program is so broad that it can fund almost any critical services to low-income persons. Some States have begun shifting costs from programs which the States fund primarily on their own such as foster care, family preservation, and homeless services into the matched EA program. States appear to be funding services that address long-term problems as well as true emergency issues.

We propose to modify the current Emergency Assistance program by establishing a Federal cap for each State's EA expenditures. The cap will be set in fiscal year 1995 and increased by the Consumer Price Index in each subsequent year. The basic allocation formula balances the need to protect States that have been spending heavily on EA in and before 1994 with the potential claims of new States which have not previously had claims for services under EA.

The basic allocation formula is a combination of two components:

- (1) Allocation among States proportional to their requested expenditures in 1994; and
- (2) Allocation among States proportional to their total AFDC spending in the previous year.

There will be a ten-year transition period, and the weighting of the components will shift over time, with increasingly more weight being given to the second component. Beginning in 1995, the weighting will be 90 percent by component 1 and 10 percent by component 2. The weighting will be altered by 10 percentage points each year such that by 2004, the weighting will be 100 percent by component 2.

The proposal ensures that all States will receive continued funding equal to their actual 1991 levels. The Federal match will continue at 50 percent up to the cap. This proposal raises about \$1.60 billion over five years.

INS does not contemplate enforcing are eligible for SSI, but not for Food Stamps. The Food Stamp program has the most restrictive definition of which categories of non-LPR immigrants are eligible for benefits (i.e., the eligibility criteria encompass a fewer number of INS statuses). SSI and Medicaid have the most expansive definition of which categories of non-LPR immigrants are eligible for benefits, and the AFDC program falls between these extremes.

This proposal makes eligibility criteria in the SSI, Medicaid, and AFDC programs similar to the criteria that currently exist in the Food Stamp program. The new list of INS statuses required for potential eligibility to the SSI, Medicaid, and AFDC programs is also virtually identical to those listed in the Health Security Act providing eligibility for the Health Security Card. Like the extended deeming provisions, this part of the proposal affects applications after date of enactment (i.e., it would grandfather current recipients as long as they remained continuously eligible for benefits). This part of the proposal saves about \$900 million over five years.

New Rules Regarding SSI Benefits for Drug and Alcohol Addicted Recipients.

Current law requires that all SSI disability recipients for whom substance abuse is material to the finding of disability must be in available treatment and must have their payments made through a representative payee (a third party who receives and manages the funds). Payments to these SSI drug addict and alcoholic (DA&A) beneficiaries are suspended if the individual fails to participate in appropriate alcohol or drug treatment, if such treatment is available. No similar requirements are made of Social Security (Title II) disability beneficiaries who receive benefits on the basis of addictions. The representative payee and treatment requirements have been part of the SSI program since its inception over 20 years ago. However, the provisions have not been implemented effectively.

Under the proposal, strengthened sanctions and new time limits will be applied to benefits paid to individuals receiving Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI) benefits who have substance abuse problems that are material to their disability finding.

The Congress is reaching decisions on these proposals currently in conference on H.R. 4277, a bill which the Administration supports. We anticipate savings of \$800 million over five years. Should the final bill yield savings of less than \$800 million, we are committed to working with Congress to fully finance the package.

Income Test Meal Reimbursements to Family Day Care Homes. The Child Care Food Program provides food subsidies for children in two types of settings: child care centers and family day care homes. They are administered quite differently. The subsidies in centers are well targeted because they are means-tested; USDA believes that over 90 percent of Federal dollars support meals served to low-income (below 185 percent of poverty) children. The family day care part of the program is not well targeted because it has no means test (due to the burden it would place on the providers). A USDA-commissioned study estimates that 71 percent of Federal food program dollars to family day care homes support meals for children above 185 percent of the poverty line. While the child care center funding levels have been growing at a modest rate, the family day care funding levels are growing rapidly—16.5 percent between 1991 and 1992.

The following approach better targets the family day care food program funding to low-income children and creates minimal administrative requirements for providers.

dutiable mail; broker permits; and barge/bulk carriers. NAFTA extended the MPF and other fees through September, 2003. The proposal extends the fees through September, 2004 and saves about \$1 billion in that year.

Extend Railroad Safety User Fees. Railroad safety inspection fees were enacted in the Omnibus Budget Reconciliation Act of 1990 to pay for the costs of the Federal rail safety inspection program. The railroads are assessed fees according to a formula based on three criteria: road miles, as a measure of system size; train miles as a measure of volume; and employee hours as a measure of employee activity. The formula is applied across the board to all railroads to cover the full costs of the Federal railroad safety inspection program. The fees are set to expire in 1996. The 1995 President's Budget proposed to extend the fees through 1999 and expand them, effective in 1995, to cover other railroad safety costs. The proposal extends the fees permanently. This proposal raises about \$200 million over five years.

Extend Expiring Corporate Environmental Income (CEI) Tax Used to Finance Superfund. A broad-based environmental tax, based on corporate alternative minimum taxable income (0.12 percent) in excess of \$2 million, was first enacted in 1986 and is set to expire at the end of 1995. The welfare reform proposal would extend the CEI tax into 1998.

Superfund reauthorization legislation would provide a further CEI tax extension through the year 2000, which would provide sufficient additional credit needed for budget scoring of the Superfund legislation's "orphan share" proposal. All revenue from the CEI tax extension, whether enacted in welfare reform or Superfund legislation, will continue to be dedicated to the Hazardous Substance Superfund to be used only for Superfund cleanups.

EITC Targeting and Compliance Measures

Deny EITC to Non-Resident Aliens. Under current law, non-resident aliens may receive the Earned Income Tax Credit (EITC). Because non-resident taxpayers are not required to report their worldwide income, it is currently impossible for the IRS to determine whether ineligible individuals (such as high-income nonresident aliens) are claiming the EITC. The proposal will deny the EITC to non-resident aliens completely. We estimate that about 50,000 taxpayers will be affected, mainly visiting foreign students and professors. The proposal raises about \$100 million over five years.

Require Income Reporting for EITC Purposes for Department of Defense (DoD) Personnel. Under current law, families living overseas are ineligible for the EITC. The first part of this proposal would extend the EITC to active military families living overseas. To pay for this proposal, and to raise net revenues, the DoD would be required to report the nontaxable earned income paid to military personnel (both overseas and States-side) on Form W-2. Such nontaxable earned income includes basic allowances for subsistence and quarters. Because current law provides that in determining earned income for EITC purposes such nontaxable earned income must be taken into account, the additional information reporting would enhance compliance with the EITC rules. The combination of these two proposals raises about \$200 million over five years.

A table which summarizes the financing provisions is attached.

Welfare Reform Working Group
Talking Points: **OVERALL PLAN**
July 5, 1994

"It's time to honor and reward people who work hard and play by the rules. That means ending welfare as we know it--not by punishing the poor or preaching to them, but by empowering Americans to take care of their children and improve their lives. No one who works full-time and has children at home should be poor anymore. No one who can work should be able to stay on welfare forever. We can provide opportunity, demand responsibility, and end welfare as we know it."
President Clinton, Putting People First, p. 164.

Welfare reform is based on two simple principles: work and responsibility. Unfortunately, the current welfare system undermines these values by making welfare more attractive than work, and allowing parents to avoid responsibility for supporting their children. The President's plan would restore the basic values of work and responsibility, provide opportunity, and promote the family.

Under the President's plan, welfare will be about a paycheck, not a welfare check. To reinforce and reward work, our approach is based on a simple compact. Each recipient will immediately design a personal employability plan designed to move her into the workforce as quickly as possible. Support, job training, and child care will be provided to help people move from dependence to independence. But the first time limits ever imposed on welfare will ensure that anyone who can work, must work--in the private sector if possible, in a subsidized job if necessary.

From the very first day, welfare will be a transitional system leading to work. With child care and job search assistance, many people will move into the workforce well before the two-year time limit. And from the very first day, teenage mothers will be required to live with their parents, stay in school, and attend job training or parenting classes. Everyone will be moving toward work.

Our approach also correctly focuses on ending welfare for the next generation--teenagers who have the most to gain and the most at risk. By initially focusing our resources on younger recipients, we will send a strong signal to teenagers that welfare as we know it has ended. They must get the message that staying in school, postponing pregnancy, preparing to work, and supporting their children are the right things to do. Welfare reform will include new measures to prevent teen pregnancy, and real incentives to ensure responsibility.

To support work and responsibility, work must pay. Already, 70 percent of welfare recipients leave the welfare rolls within two years--but most eventually return. That's why we must use the Earned Income Tax Credit, guaranteed health care at work, and child care to make any job more attractive than welfare. The EITC alone will effectively make a minimum wage job pay \$6.00 an hour, helping to lift millions of people who work out of poverty. The combination of work opportunities, the EITC, health care, child care, and improved child support will make the lives of millions of women and children demonstrably better.

To reinforce personal responsibility, the plan will take bold new steps to require full payment of child support. It sets up a new system of paternity establishment to enforce the responsibility of both parents from the moment the child is born. It involves the IRS in tracking delinquent parents from the moment they start a new job to the point that child support is delivered to the family. And it sets up a computer system to be sure that parents don't avoid their responsibilities by crossing state lines.

Welfare reform will mean real consequences for people who don't play by the rules. The new system will require mutual responsibility. We will provide recipients with services and work opportunities, but those who refuse to follow the rules will face tough, new sanctions. And attempts to cheat the system will be promptly detected and swiftly punished.

Responsibility and accountability must also extend to the welfare office itself. Unfortunately, the current system focuses too often on simply sending out welfare checks. We must change the culture of the welfare office to become a place that is fundamentally about moving people into the workforce. To do that, we must reward performance, not process. That means reducing paperwork and focusing on results.

Our approach builds on the successful philosophy of the Family Support Act, championed by then-Governor Clinton and Senator Daniel Patrick Moynihan in 1988. As welfare reform is phased in, a larger percentage of the caseload will be covered by the new rules; and states that want to move even faster will be able to use federal matching funds to do so. And more federal funds will provide increased job-training and development opportunities to older recipients under current guidelines.

Welfare Reform Working Group
Talking Points: PHASE-IN
July 5, 1994

President Clinton's welfare reform plan correctly targets initial resources to the youngest third of the caseload: young single women with the most at risk and the most to gain.¹ This targeting of limited resources will send a strong message to teenagers that welfare as we know it has ended; most effectively change the culture of the welfare office to focus on work; and allow states to develop effective service capacity.

Applying the reforms to young mothers first sends a clear and unambiguous message to adolescents: you should not become a parent until you are able to provide for and nurture your child. Every young person will know that welfare has changed forever.

The phase-in strategy also responds to state needs for manageable initial caseloads. Our phase-in strategy will have almost 400,000 people participating in the WORK program by the year 2000 -- up from just 15,000 now. Our discussions with states indicate that a work program of this size is both effective and feasible. In contrast, the participation requirements in other proposals are totally unrealistic. Moving as swiftly as proposed in the Republican bill, for example, would create enormous administrative difficulties for states.

Under our legislation, initial mandates will be manageable, and states will be given the option of moving more broadly and quickly -- with federal matching funds. Based on our experience with the Family Support Act, we know that many states will implement the new law gradually. But states that want to go further will be able to do so--with federal support.

If forced to immediately help millions of JOBS clients and create hundreds of thousands of WORK slots, as in the Republican plan, states would almost certainly fail to put a meaningful reform system in place. The President's plan ensures that training and work slots will be available, that real work is demanded, and that sanctions can be enforced. Under the Republican plans, states would have tremendous difficulty creating work slots quickly enough -- leading to waiting lists and unenforceable requirements.

In all, our plan will lead to almost one million people either off welfare or working by the year 2000. In addition to the 394,000 people who will be in subsidized jobs, another 222,000 parents will be working part-time in unsubsidized jobs. And 331,000 people who would have been on welfare without reform will have left the rolls. That's real change.

¹Women born after December 31, 1971

We think it's extremely important to send the strongest possible signal to young people that welfare has changed forever. Our phase-in approach is reinforced by other elements in the plan which show teens that having a child is an immense responsibility rather than an easy route to independence. From the very first day, teen parents receiving benefits will be required to stay in school and move toward work. Unmarried minor mothers will be required to identify their child's father and live at home or with a responsible adult. Teen fathers will be held responsible for child support and may be required to work off what they owe.

Welfare Reform Working Group
Talking Points: **WHERE ARE THE JOBS**
July 5, 1994

"But to all those who depend on welfare, we should offer ultimately a simple compact. We will provide the support, the job training, the child care you need for up to two years, but after that anyone who can work, must, in the private sector wherever possible, in community service if necessary. That's the only way we'll ever make welfare what it ought to be: a second chance, not a way of life."
President Clinton, State of the Union address 1/25/94

Many AFDC recipients already leave welfare for unsubsidized employment. Currently, 70 percent of recipients leave welfare within two years and 90 percent leave within five years. Women leave to enter work in fully half of these cases. But child care dilemmas, health crises, or temporary unemployment now cause most women who leave welfare to eventually return.

The child care and child support improvements in our plan, along with the Earned Income Tax Credit and health care, will eliminate the major obstacles to employment. Our plan provides a year of transitional child care for women moving from welfare to work, in addition to increasing child care for the working poor to bolster families just above the poverty line. The expanded EITC will lift millions of workers out of poverty by effectively making any minimum wage job pay \$6.00 an hour for a typical family with two children. And universal health care will allow people to leave welfare without worrying about coverage for their families.

Positions will be available for women moving off welfare. The Bureau of Labor Statistics predicts faster job growth over the next 20 years, with employment increasing by more than 25 million jobs by the year 2005.¹ At least 10 of the 15 occupations expected to grow most quickly do not require advanced education.² Already, more than three million private sector jobs have been created during the first 16 months of the Clinton Administration. The unemployment rate continues to drop, and is currently at six percent.

In addition, by the year 2000, we will be creating 400,000 subsidized jobs. These positions will be available for those who hit the time limit without finding unsubsidized employment.

Transitional education and training programs will prepare recipients for the workplace and increase long-term earnings potential. President Clinton's plan requires all teen parents to finish high school and all recipients to participate in training and work preparation through the JOBS program. This approach builds on successful state and local models. In California, for example, JOBS participants' earnings increased an average of 24 percent over the control group average after the second year--55 percent at one site.³

Even a minimum-wage job is an important step toward self-sufficiency. As women gain job skills, work experience--and faith in themselves--they will progress to better-paying jobs and real financial stability.

1. The service-producing sector will grow most, with an estimated 25 million additional jobs. The need for home health aides will increase by 138 percent; for personal and home care aides, by 130 percent; for child care workers, by 55 percent; and for food preparation workers, by 43 percent. Moderate alternative projection, cited in George Silvestri, "The American Work Force, 1992-2005; Occupational Employment: Wide Variations in Growth," Monthly Labor Review, November 1993. Occupational Outlook Quarterly also supplies a list of growing job areas (fall 1991, p. 30).

2. Isabel Sawhill, Office of Management and Budget, quoted in Employment and Training Reporter, April 20, 1994, p. 605.

3. Manpower Demonstration Research Corporation studies of GAIN/Riverside, quoted in Bane/Ellwood testimony.

Working Group on Welfare Reform
Talking Points: **THE WORK PROGRAM**
July 5, 1994

"We will scrap the current welfare system and make welfare a second chance, not a way of life. We will empower people on welfare with the education, training, and child care they need for up to two years so they can break the cycle of dependency. After that, those who can work will have to go to work, either by taking a job in the private sector or through community service."

Governor Bill Clinton, National Economic Strategy 6/21/92

President Clinton's welfare reform plan will demand responsibility by requiring those without private sector jobs after two years to accept WORK assignments. Young parents who reach the two-year time limit without finding permanent employment will gain work experience in temporary subsidized jobs, even as they move toward unsubsidized employment.

President Clinton's welfare reform proposal emphasizes work, not "workfare." Unlike traditional "workfare," recipients will only be paid for hours worked. Most jobs would pay the minimum wage for between 15 and 35 hours of work per week.

To make the WORK program appropriate to local labor markets, the President's plan encourages state flexibility and community-based initiatives. State governments can design programs to fit local labor market needs: temporarily placing recipients in subsidized jobs, in public sector positions, or with community organizations. States may employ young mothers as child care or home health providers, support self-employment and micro-enterprises, or hire private firms to place participants.

Anyone entering the WORK program must first exhaust unsubsidized work alternatives. Each participant must conduct an intensive job search before receiving a WORK assignment, and those who repeatedly refuse to seek permanent jobs will be removed from the rolls. Anyone seeking an additional WORK assignment must first complete a mandatory private sector job search. The goal is to keep WORK participants searching for unsubsidized jobs at each stage of the process and to keep WORK slots to a minimum.

The President's plan will move people into the workplace as quickly as possible, because WORK assignments will always be less attractive than unsubsidized alternatives. No WORK assignment will last more than 12 months, and participants in subsidized jobs will not receive the Earned Income Tax Credit. Reform will continually make welfare a transitional system leading to unsubsidized work.

Those unwilling to accept WORK assignments or unsubsidized jobs will be sanctioned. To create a new culture of mutual responsibility, we will provide recipients with services and work opportunities, but implement tough, new requirements in return. Anyone who repeatedly fails to meet WORK program requirements will be removed

from the rolls, as will people who turn down unsubsidized jobs.

States will be given the option of evaluating whether recipients who have held subsidized jobs for two years have made good-faith efforts to obtain unsubsidized jobs. After two years in the WORK program, recipients can be placed in structured, closely supervised job search programs to determine if they are making good-faith efforts to obtain unsubsidized jobs. Those who fail to apply for open unsubsidized jobs, who fail to cooperate with potential employers, or who turn down job offers will be removed from the program and barred from applying for further subsidized work for six months.

However, participants who are willing to work and play by the rules will not be left without a way to provide support for their families. Parents who genuinely do everything expected of them will continue to have work opportunities, and their children will not be unfairly penalized for circumstances beyond their parents' control.

Welfare Reform Working Group
Talking Points: **REPUBLICAN PLANS**
July 5, 1994

"There are all kinds of proposals out there. I know that the Republican welfare reform proposal has a lot of things in it that I like. But I think it's way too hard on financing things through savings from immigrants. I think it goes too far there."
President Clinton, press conference 3/24/94

President Clinton has sought to reform welfare for years and we are pleased that Republicans have developed legislation which shares many of his priorities. President Clinton sponsored innovative programs as governor of Arkansas and was instrumental in passage of the Family Support Act of 1988. His campaign focused attention on welfare reform, and we're glad Republicans agree on the need for change.

The Republican legislation is proof that the consensus on the need for reform reaches across party lines. Everyone--Democrats and Republicans, administrators and recipients--agree that we must reform the welfare system. It doesn't work, and it doesn't reflect the important American values of work and responsibility.

The Republican legislation includes many elements of President Clinton's plan. Both emphasize the values of work and responsibility. Both make public assistance a transitional benefit leading to mandatory work; emphasize parental responsibility and delaying sexual activity; and provide funding for education, training, child care, and job creation. And both recognize that we must spend money to move young mothers toward self-sufficiency.

President Clinton's welfare reform plan correctly targets initial resources to the youngest third of the caseload: young single women with the most at risk and the most to gain.¹ Applying the reforms to young mothers first sends a clear and unambiguous message to adolescents: you should not become a parent until you are able to provide for and nurture your child. Every young person will know that welfare has changed forever.

Our phase-in strategy also responds to state needs for manageable initial caseloads. Under our plan, almost 400,000 people will be participating in the WORK program by the year 2000 -- up from just 15,000 now. Our discussions with states indicate that a work program of this size is both effective and feasible. In contrast, the participation requirements in other proposals are totally unrealistic. Moving as swiftly as proposed in the Republican bill, for example, would create enormous administrative difficulties for states.

¹Women born after December 31, 1971

In addition, our plan places a greater emphasis on making work pay. We recognize that 70 percent of welfare recipients already leave the rolls within two years and often need help hanging on to a job. Republican legislation in the House of Representatives caps the Earned Income Tax Credit, which is a powerful work incentive with bipartisan support. That's exactly the wrong approach.

While the mainstream Republican legislation overlaps significantly with our proposal, we reject the more punitive reforms developed by Charles Murray and William Bennett. By completely eliminating benefits for teenage mothers, their plan would "write off" an entire generation instead of building job skills and self-sufficiency. We believe the Administration's approach is a better way to reward work and responsibility.

Welfare Reform Working Group
Talking Points: **CHILD SUPPORT ENFORCEMENT**
July 5, 1994

"If we value responsibility, we can't ignore the \$34 billion in child support absent parents ought to be paying to millions of parents who are taking care of their children...People who bring children into this world cannot and must not walk away from them."

President Clinton, State of the Union address 1/25/94

Child support can help end the poverty and insecurity that victimize single-parent families. In 1990, absent fathers paid only \$14 billion in child support. But if child support orders reflecting current ability to pay were established and enforced, single mothers would have received \$48 billion: money for school clothing, food, utilities, and child care. Closing that \$34 billion gap is a top priority for this Administration.¹

The Administration recognizes that both parents must support their children, and establishes the toughest child support enforcement program ever proposed. We will promote parental responsibility and ensure that both parents contribute to their children's well-being. Parenthood brings clear obligations and those obligations will be enforced.

Making child support a national priority will help lift single-parent families out of poverty. Along with universal health coverage and the Earned Income Tax Credit, child support payments will allow families to build a base for real financial security. Emphasizing child support will also show adolescents that parenthood has clear and unavoidable obligations. And it will slowly reknit fractured families by emphasizing the bonds--financial and emotional--that link parents and their children.

Our national failure to collect child support has several explanations. Paternity is not established for most children born out of wedlock. Child support awards are usually low and rarely modified; award updating is frequently initiated only at the mother's request and requires extensive litigation. And ineffective collection allows many absent parents--especially in interstate cases--to avoid payment without penalty.

Building on the best state and federal initiatives, we can solve these problems. We can reduce litigation, automate enforcement, and create the proactive system that our children need. In 1993, the federal-state child support enforcement system collected \$9 billion from non-custodial parents. Under our plan, that number would rise to \$20 billion in the year 2000. Our approach focuses on three key steps:

¹Elaine Sorensen, "Noncustodial Fathers: Can They Afford to Pay More Child Support?" The Urban Institute (1994).

● Establish paternity for all births. Economic incentives will encourage states to establish paternity for all births regardless of welfare status. Hospitals will expand existing paternity programs, while simplified legal procedures and greater use of scientific testing will facilitate later identification. Under the Clinton plan, a welfare applicant must supply the father's name and location in order to receive benefits.

● Reassess awards guidelines and automatically update payment sums as parental incomes change. President Clinton's welfare reform plan establishes a commission to evaluate national awards guidelines. States will automatically update awards for all families.

● Enforce collection. Using federal funds, states will replace the existing fragmented child support structure with centralized registries. States will monitor payments automatically and use new enforcement techniques: wage withholding, data-base matching, withholding of driver's and professional licenses, even property seizure. President Clinton's welfare reform plan will also locate absent parents nationwide through a new federal clearinghouse and simplify interstate collection through the Uniform Interstate Family Support Act (UIFSA).

Additional Issues

Interstate Enforcement

Because one-third of all child support cases involve interstate collection, that process must be dramatically improved. President Clinton's welfare reform plan will set up a national child support enforcement clearinghouse with three different registries. One registry will locate parents who fail to pay. A second registry will contain information on child support orders. And a third will list new hires nationwide so that withholding can begin from the first paycheck. Meanwhile, the Uniform Interstate Family Support Act (UIFSA) will routinize procedures in interstate cases.

License Withholding

As a last resort, states will withhold the driver's and professional licenses of people who refuse to pay support. License suspension reaches self-employed people unaffected by wage-withholding. And officials in Maine and California, which recently instituted demonstration programs, say that often even the threat of suspension spurs absent fathers to face their obligations. (See attached.)

Welfare Reform Working Group
Talking Points: **TEEN PREGNANCY**
July 5, 1994

"They have to come to understand that children having children is just wrong, and can't lead to anything good for them...We have to change that, and we have to help them change that."

President Clinton, American Society of Newspaper Editors 4/13/94

Teen pregnancy is an important issue for this Administration because it's linked to poverty, welfare dependency, child health, and other domestic issues. Each year, 200,000 teenagers aged 17 and younger have children. The babies are often low-birth weight; infant mortality rates are also disproportionately high among this population. Teen pregnancy frequently leads to poverty and welfare dependency. The costs to society are enormous.

Preventing teen pregnancy and out-of-wedlock births is a critical part of welfare reform. Cases headed by unwed mothers accounted for most of the growth in the welfare rolls over the last decade. We need to send the strongest possible signal to teens that pregnancy and childbirth should be delayed. And we also need to focus on teens who are already mothers--with mentoring, child care, time-limited AFDC benefits, requirements to live with a caring adult and identify their child's father, incentives to stay in school, and other services necessary to put them on the path to work and self-sufficiency.

The link between teen births and poverty is clear. Approximately 80 percent of the children born to teenage parents who dropped out of high school and did not marry are poor. In contrast, just 8 percent of children born to married high school graduates aged 20 or older are poor.

Our reform proposal tells adolescents that both parents have clear obligations that will be enforced. The two-year limit will not begin until teens reach age 18, but from the very first day, teen parents receiving benefits will be required to stay in school and move toward work. Unmarried minor mothers will be required to identify their child's father and live at home or with a responsible adult, while teen fathers will be held responsible for child support and may be required to work off what they owe.

To prevent welfare dependency in the first place, teenagers must get the message that staying in school, postponing pregnancy, and preparing to work are the right things to do. Our prevention approach includes:

- **A national campaign against teen pregnancy. Emphasizing the importance of delayed sexual activity and responsible parenting, the campaign will bring together local schools, communities, families, and churches.**

• **A national clearinghouse on teen pregnancy prevention.** The clearinghouse will provide communities and schools with curricula, models, materials, training, and technical assistance relating to teen pregnancy prevention programs.

• **Mobilization grants and comprehensive demonstrations.** Roughly 1000 middle and high schools in disadvantaged areas will receive grants to develop innovative, ongoing teen pregnancy prevention programs targeted to young men and women. Broader initiatives will seek to change the circumstances in which young people live and the ways that they see themselves, addressing health, education, safety, and economic opportunity.

Welfare Reform Working Group

Talking Points: **STATE ISSUES: FINANCING, FLEXIBILITY, AND WAIVERS**

July 5, 1994

"I do believe the states are the laboratories of democracy. I do believe that where people are charged with solving the real problems of real people, reality intrudes, and politics often is more likely to give way to making progress...[The Family Support Act] was never fully implemented because [states] had to spend all [their] money on mandatory...medical costs and building prison cells...So we need to begin there."

President Clinton, remarks to the National Governors' Association 2/1/94

"We gave the states more power to innovate because we know that a lot of great ideas come from outside Washington and many states are already using it."

President Clinton, State of the Union address 1/25/94

President Clinton's welfare reform plan will support states while increasing flexibility. President Clinton recognizes that some welfare problems require federal aid in the form of technical assistance, simplified regulations, or greater federal funding. But other problems are tied to specific social and economic issues and demand local flexibility.

Already, the Clinton administration has recognized the value of state efforts. Since January 1993, HHS has granted demonstration waivers to 14 states. States are already experimenting with time-limited aid programs followed by work, assistance for two-parent families, and special requirements for teenage mothers. Our welfare reform program will build on the knowledge and experience gained through these state initiatives.

Welfare reform will not mean additional unfunded state mandates. Instead, we will increase federal funding for JOBS, pregnancy prevention, child care, and child support enforcement. We will provide new funding for WORK programs. And we will raise federal matching rates to make money more available.

States will share in the benefits of welfare reform. Since AFDC is a joint federal-state program, states will benefit from welfare reform's emphasis on child support enforcement and moving recipients into the work force.

The WORK program continues and expands the flexibility of the existing JOBS program. States must provide work opportunities for those unable to find unsubsidized private sector jobs after two years, but states and local communities can tailor these WORK programs to local needs and circumstances. Local governments will be able to subsidize private sector employers, create public sector work slots, or enter into creative agreements with businesses or non-profit agencies.

The Administration's plan recognizes that states will need adequate time to move to the new system. Our phase-in strategy will have almost 400,000 people participating in the WORK program by the year 2000 -- up from just 15,000 now. Our discussions with states indicate that a work program of this size is both effective and feasible. In contrast, the participation requirements in other proposals are totally unrealistic. Moving as swiftly as proposed in the Republican bill, for example, would create enormous administrative difficulties for states.

Under our legislation, initial mandates will be manageable, and states will be given the option of moving more broadly and quickly -- with federal matching funds. Based on our experience with the Family Support Act, we know that many states will implement the new law gradually. But states that want to go further will be able to do so--with federal support.

The Clinton plan will provide state options to:

- **Eliminate discrimination against poor two-parent families in the welfare system.**
- **Use monetary incentives as well as sanctions to keep teen parents in school or GED class;**
- **Deny increased benefits to women who have additional children while on welfare;**
- **Develop mandatory work programs for young noncustodial parents;**
- **Grant a limited number of extensions to women in work-study programs or other activities necessary to prepare for work;**
- **Set higher earnings disregards for recipients.**

Welfare Reform Working Group

Talking Points: **HEALTH REFORM WILL GET ONE MILLION PEOPLE OFF WELFARE**
July 5, 1994

"It is estimated that one million people are on welfare today because it's the only way they can get health care coverage."

President Clinton, State of the Union address 1/26/94

"It is estimated that one million people are on welfare chiefly to qualify for Medicaid, the government's health care program for the poor. Some welfare recipients have children diagnosed with chronic health problems, or they require frequent health care services themselves."

Secretary Donna Shalala, Christian Science Monitor op/ed 1/28/94

The one million figure is a conservative estimate of the number of adults and children who are on AFDC simply to qualify for Medicaid. It represents approximately 7 percent of the current caseload (14 million adults and children).

It is based on a number of studies that found that between 10 and 25% of AFDC recipients are on AFDC primarily to qualify for health insurance. HHS' best estimate--based on three different research studies--suggests that the provision of health insurance would reduce welfare caseloads by 7 to 12 percent.¹

Today, women trying to leave welfare usually cannot find jobs which provide health coverage for their families. A 1994 Census Bureau study found that over a 20-month period, only eight percent of people who left AFDC were able to find a job with health insurance.

In addition to eliminating "welfare lock," the President's health care reform plan would encourage families to leave welfare in at least two other ways. First, by providing states with funds to set up home- and community-based long-term care programs, the Health Security Act would allow poor adults with disabled relatives to enter the work force. Second, by providing health insurance to people with pre-existing conditions, the Health Security Act would make it easier for people with disabilities to get jobs.

As President Clinton said in his State of the Union address, health care reform and welfare reform address the common needs of Americans for security, and for a society that enables people to work. Health care reform is a critical ingredient of welfare reform.

¹A 1990 study by David Ellwood and E. Kathleen Adams found the effect to be 10 to 20%. Another 1990 study by Robert Moffitt and Barbara Wolfe put the effect at 10 to 25%. And a 1991 working paper by Michael Kaane and Robert Moffitt estimates the affect at 16%. Because these studies did not fully reflect the fact that legislation has extended Medicaid coverage to some low-income women and children not on welfare, the Administration has adjusted these estimates to conservatively project that 1 million individuals remain on welfare because of health coverage.

responsibility for their children, and we believe no plan will succeed without a commitment to paternity establishment and tougher child support enforcement.² Our proposal requires every unmarried mother to provide the name and location of her child's father before receiving benefits. We also require hospital-based programs to determine paternity, since studies have shown such proactive efforts to be most successful.

Conditional AFDC benefits work. A rigorous evaluation of one such program in Illinois and New Jersey found that teenage mothers who received conditional benefits, along with case management and support services, achieved significantly higher rates of school attendance and employment. The 3,000 participants who faced a \$160 reduction in their monthly AFDC grants had success rates nearly 20 percent higher than young mothers who did not face sanctions or receive services. Simply "writing off" an entire generation of young people would do nothing to build job skills and turn dependence into independence.

²"I am letting unmarried fathers off the hook...Given that a woman chooses to engage in sex knowing that the man is not wearing a condom, what is the responsibility of a male for the fact that a child is conceived and carried to term in an age when contraceptives and abortion are freely available?...As far as I can tell, he has approximately the same casual responsibility as a slice of chocolate cake has in determining whether a woman gains weight." Charles Murray, The Sunday Times 11/14/93

Welfare Reform Working Group
Talking Points: **RESPONSE TO CHARLES MURRAY**
July 5, 1994

"He did the country a great service. I mean, he and I have often disagreed, but I think his analysis is essentially right. Now, whether his prescription is right, I question...I once polled 100 children in an alternative school in Atlanta--many of whom had babies out of wedlock--and I said, 'If we didn't give any AFDC to people after they had their first child, how many of you think it would reduce the number of out-of-wedlock births?' Over 80 percent of the kids raised their hands. There's no question that would work. But the question is...Is it morally right?"

"...There is no question that...if we reduced Aid to Families with Dependent Children, it would be some incentive for people not to have dependent children out of wedlock...[O]nce a really poor woman has a child out of wedlock, it almost locks her and that child into the cycle of poverty which then spins out of control further."

President Clinton, NBC News interview 12/3/93

Teen pregnancy, illegitimacy, and single-parent families are important problems which must be addressed. We agree that violence, crime, drug use, poverty, and homelessness are in part linked to the breakdown of families.

However, holding teenage parents responsible for support of their children makes more sense than simply cutting off benefits. Our approach would condition teenage mothers' AFDC benefits on staying in school, living at home with their parents or a responsible adult, identifying their child's father, participating in job training, and attending parenting classes. This combination of "carrots and sticks" is only possible if you continue benefits for single mothers who take steps toward self-sufficiency--and reduce benefits for those who don't.

Simply cutting off support to teenagers and their young children is irresponsible, dangerous, and potentially counterproductive. In a recent poll, an overwhelming 70 percent of Americans rejected this approach.¹ While Murray says his approach will not harm children, the truth is that millions of young mothers and children would no longer have a safety net of any sort. This untried approach would almost certainly increase crime and homelessness. The President's strategy of time-limited benefits and supportive services would, like Murray's, end welfare as a way of life--but would preserve it as a "second chance."

It's important to demand responsibility of teenage fathers as well as teenage mothers. One of the worst features of Charles Murray's approach is that it lets teenage fathers off the hook. True welfare reform demands that both parents take

¹Los Angeles Times poll of 1,882 adults in April 1994. The margin was +/- 3%. Asked if they would support "no benefits" for women with children born out of wedlock, 70% said no and 26% said yes.

	Administration	Matsui (<i>forthcoming</i>)	Mainstream Forum	Republican
Prevention and Parental Responsibility				
Prevention	<ul style="list-style-type: none"> -national campaign to prevent teen pregnancy including national goals, programs in schools, nationwide informational clearinghouse -enhanced responsible family planning for AFDC and non-AFDC teens -community based, comprehensive teen support/pregnancy prevention demonstrations -state option of family cap 	<ul style="list-style-type: none"> -no provisions 	<ul style="list-style-type: none"> -national task force to teach risks of teen pregnancy -states encouraged to provide adequate family planning and education -required family cap, unless state exempts itself via passage of state law 	<ul style="list-style-type: none"> -required family cap, unless state exempts itself via passage of state law (state option under Senate plan)
Rules for Teenagers	<ul style="list-style-type: none"> -parents under 18 must live at home or with adult -comprehensive case management -requirement to stay in school with sanctions and optional bonuses -time clock starts when turn 18 	<ul style="list-style-type: none"> -parents under 18 must live at home or with adult -comprehensive case management -requirement to stay in school with sanctions and bonuses -state option to utilize a bonus summer activity program 	<ul style="list-style-type: none"> -parents under 18 must live at home or with adult. -comprehensive case management for all Work First participants -requirement to stay in school with sanctions and bonuses 	<ul style="list-style-type: none"> -no benefits for persons under 18 unless state passes law explicitly allowing them (state option under Senate plan for unmarried teens only) -parents under 18 must live at home or with adult -benefits linked to school attendance at state option
Supporting Two-Parent Families	<ul style="list-style-type: none"> -state option for equal support of two parent families -state flexibility to treat income of stepparents more favorably 	<ul style="list-style-type: none"> -requirement of equal support of two parent families -stepparent deeming eliminated for low-income families 	<ul style="list-style-type: none"> -requirement of equal support of married two parent families -eliminate quarters of coverage rule for married teens -state option to disregard 6-month limit on AFDC-UP benefits 	<ul style="list-style-type: none"> -allow states to pay couples who marry 50% of AFDC benefit -option to extend 6-month time-limit on AFDC-UP

	Administration	Matsui	Mainstream Forum	Republican
Paternity establishment	<ul style="list-style-type: none"> -financial incentives for universal paternity establishment -simplified administrative procedures -strict cooperation requirements for AFDC -states required to establish paternity within 1 year 	<ul style="list-style-type: none"> -simplified administrative procedures -performance incentives for states to establish paternity 	<ul style="list-style-type: none"> -simplified administrative procedures -strict cooperation requirements for AFDC recipients 	<ul style="list-style-type: none"> -AFDC denied or sharply reduced until paternity established -states must meet 90% paternity establishment standard or must demonstrate improvement
Strengthen Enforcement	<ul style="list-style-type: none"> -central state registries -federal clearinghouse -W-4 reporting -strengthen IRS role -simplified wage withholding -strengthen interstate procedures -guidelines commission -regularly update awards 	<ul style="list-style-type: none"> -expand federal parent locator service -W-4 reporting -state and federal child support order registries -national support guidelines -credit reporting, other -expand use of IRS for collections -adopt UIFSA provisions 	<ul style="list-style-type: none"> -central state registries -federal clearinghouse -W-4, new hire reporting -strengthen IRS role -strengthen wage withholding -strengthen interstate procedures -guidelines commission -expand federal parent locator service 	<ul style="list-style-type: none"> -expand federal parent locator service -W-4 reporting -simplified wage withholding -strengthen interstate procedures -uniform orders
Additional Provisions	<ul style="list-style-type: none"> -training and work programs for non-custodial parents -child support assurance demonstrations -AFDC pass-through adjusted for inflation 	<ul style="list-style-type: none"> -child support assurance demonstrations -training and work for non-custodial parents 	<ul style="list-style-type: none"> -training and work programs for non-custodial parents -AFDC pass-through increased to \$100 -grandparents liable for support for children of their minor children 	<ul style="list-style-type: none"> -training and work programs for non-custodial parents

	Administration	Matsui	Mainstream Forum	Republican
Transitional Assistance and Work				
Transitional Program	Enhanced JOBS program --employability plan --high participation --up-front job search --training and education closely linked to placement --worker support to help people stay in jobs	Enhanced JOBS program --employability plan --high participation --some JOBS funds reserved for placement and retention	state option for Work First program (enhanced JOBS) --menu of options for activities --employability plan --high participation --up-front job search --job development activities --explicit options to contract out JOBS program activities	Enhanced JOBS program --employability plan --high participation --up-front job search --training and education closely linked to placement --(employment voucher program under Senate plan)
Time-Limits	-2 Years life-time, earnback up to 6 months -clock begins at receipt, or 18th birthday	No limits, but states required to have at least 1/2 of JOBS participants in a public or private sector work program	-up to 2 Years lifetime limit -no earnback -limited re-entry at state discretion -clock begins at participation agreement	up to 2 years (with state option of 1 year for the job ready, 6 months under Senate plan)
Work Program	Work for wages model --15 to 35 hours work required --emphasis on private sector jobs --EITC not provided --Supplemental benefit if earnings less than AFDC --12 month limit on each placement --job search required after each placement --sizable sanctions for private sector job refusal, quits, etc.	States are required to create subsidized employment slots (as per the new 50% employment requirement under JOBS) -- work for welfare (CWEP) in most cases -- only adult's portion of grant lost for failure to work -- maximum duration of 24 months	Work for wages model --30 hours required --5 hours job search required --EITC not provided --sizable sanctions for private sector job refusal, quits, etc. --menu of options for activities	Primarily Work for Welfare --35 hours work required --sizable sanctions for private sector job refusal, quits, etc.
Overall Limits on Work Participation	-loss of eligibility if refuse private job offer or fail to perform adequately	None	3 year maximum with state option to extend in limited cases -no benefits afterwards	State option to limit work to 3 years -no benefits afterwards -(state option to reduce benefits after 1 year under Senate plan)

	Administration	Matsui	Mainstream Forum	Republican
Exemptions and Extensions	<ul style="list-style-type: none"> -ill or disabled -caring for disabled child -child under 1 year once, 3 months subsequently -completing GED, school-to-work, work/study 	-current law	<ul style="list-style-type: none"> -ill or disabled -caring for disabled child -child under 6 months once, 3 months subsequently -completing GED, work/study 	<ul style="list-style-type: none"> -ill or disabled -caring for disabled child -child under 6 months once, 3 months subsequently -working substantial hours per week -state option to exempt people enrolled in substance abuse treatment -in school or remote area
Phase-in	Persons born after 1971, with state option for faster phase-in.	No provisions specified	Persons born after 1971, and going down by one year each year after 1997. State option for faster phase-in	New applicants initially, gradually reaching 90% of entire caseload in 2002
Other Benefit Changes	<ul style="list-style-type: none"> -improved asset rules, IDAs, microenterprise -state option for more liberal earnings disregards 	-requirement of more liberal earnings disregards	<ul style="list-style-type: none"> -improved asset rules, qualified asset accounts, microenterprise -state option for more liberal earnings disregards 	<ul style="list-style-type: none"> -improved asset rules, qualified asset accounts, microenterprise -state option for more liberal earnings disregards

	Administration	Matsui	Mainstream Forum	Republican
Support for Working Families				
Earned Income Tax Credit	-demonstration to provide advance payments through welfare office	-none	-information on EITC provided to all welfare recipients	-none
Child Care for Working Poor	-\$1.3 billion by FY 2004	-\$2 billion by FY 1999	-\$2 billion by FY 2001	-no provision
Health Coverage	-existing transitional benefits -health reform	-expanded transitional benefits and higher income threshold	-expanded transitional benefits	-no provision
Reinventing Government Assistance				
Simplify eligibility/ Improve coordination	-numerous simplifications -interagency waiver board -enhanced coordination among programs, including one-stop	-none	-some simplification -interagency waiver board -enhanced coordination among programs, including one-stop -State option to pay AFDC via EBT	-interagency waiver board
Performance Measures	-restructured quality control system -outcomes based performance measures linked to funding	-none	-outcomes based performance measures determined by states	-no provision
Reduce Fraud/Abuse	Federal clearinghouses for beneficiaries, child support orders, new hires. -federal registry of persons collecting welfare in any state and time remaining -improved computer verification methods -EBT expansions	-none	-improved computer verification methods	-study idea of required use of Social Security number for welfare applicants -EBT demonstrations

	Administration	Matsui	Mainstream Forum	Republicans
Financing Provisions				
Financing	<ul style="list-style-type: none"> -accounts for \$9.3 billion -cap on EA -tightens sponsorships and eligibility rules for non-citizens -new rules for substance abusers -income tests on food programs -extend superfund tax -various other provisions 	-No provisions specified	<ul style="list-style-type: none"> -accounts for \$41.8 billion: -State mail order tax -reduced social services and EITC to non-citizens -cap Emergency Assistance -reduce depend care tax credit -modify child care food programs 	<ul style="list-style-type: none"> -annual cap on various entitlement programs and nutritional assistance programs (House plan only) -eliminate eligibility for most non-citizens

WELFARE REFORM: WORK

Under the President's reform plan, welfare will be about a paycheck, not a welfare check. To reinforce and reward work, our approach is based on a simple compact. Each recipient will be required to develop a personal employability plan designed to move her into the workforce as quickly as possible. Support, job training, and child care will be provided to help people move from dependence to independence. But time limits will ensure that anyone who can work, must work—in the private sector if possible, in a temporary subsidized job if necessary. Reform will make welfare a transitional system leading to work.

The combination of work opportunities, the Earned Income Tax Credit, health care reform, child care, and improved child support will make the lives of millions of women and children demonstrably better.

Making Welfare a Transition to Work: Building on the JOBS Program

Created by the Family Support Act of 1988 and championed by then-Governor Clinton, the JOBS program offers education, training, and job placement services—but to few families. Our proposal would expand and improve the current program to include:

- **A personal employability plan.** From the very first day, the new system will focus on making young mothers self-sufficient. Working with a caseworker, each woman will develop an employability plan identifying the education, training, and job placement services needed to move into the workforce. Because 70 percent of welfare recipients already leave the rolls within 24 months, and many applicants are job-ready, most plans will aim for employment well within two years.
- **A two-year time limit.** Time limits will restrict most AFDC recipients to a lifetime maximum of 24 months of cash assistance.
- **Job search first.** Participants who are job-ready will immediately be oriented to the workplace. Anyone offered a job will be required to take it.
- **Integration with mainstream education and training programs.** JOBS will be linked with job training programs offered under the Jobs Training Partnership Act, the new School-to-Work initiative, Pell Grants, and other mainstream programs.
- **Tough sanctions.** Parents who refuse to stay in school, look for work, or attend job training programs will be sanctioned, generally by losing their share of the AFDC grant.
- **Limited exemptions and deferrals.** Our plan will reduce existing exemptions and ensure that from day one, even those who can't work must meet certain expectations. Mothers with disabilities and those caring for disabled children will initially be exempt from the two-year time limit, but will be required to develop employability plans that lead to work. Another exemption allowed under current JOBS rules will be significantly narrowed: mothers of infants will receive only short-term deferrals (12 months for the first child, three months for the second). At state discretion, a very limited number of young mothers completing education programs may receive appropriate extensions.
- **Let states reward work.** Currently, AFDC recipients who work lose benefits dollar-for-dollar, and are penalized for saving money. Our proposal allows states to reinforce work by setting higher earned income and child support disregards. We also help fund demonstration projects to support saving and self-employment.

- **Additional federal funding.** To ease state fiscal constraints and ensure that JOBS really works, our proposal raises the federal match rate and provides additional funding. The federal JOBS match will increase further in states with high unemployment.

The WORK Program: Work Not Welfare After Two Years

The WORK program will enable those without jobs after two years to support their families through subsidized employment. The WORK program emphasizes:

- **Work, not "workfare."** Unlike traditional "workfare," recipients will only be paid for hours worked. Most jobs would pay the minimum wage for between 15 and 35 hours of work per week.

- **Flexible, community-based initiatives.** State governments can design programs appropriate to the local labor market: temporarily placing recipients in subsidized private sector jobs, in public sector positions, or with community organizations.

- **A Transitional Program.** To move people into unsubsidized private sector jobs as quickly as possible, participants will be required to go through extensive job search before entering the WORK program, and after each WORK assignment. No WORK assignment will last more than 12 months. Participants in subsidized jobs will not receive the EITC. Anyone who turns down a private sector job will be removed from the rolls, as will people who repeatedly refuse to make good faith efforts to obtain available jobs.

Supporting Working Families: The EITC, Health Reform, Child Care

To reinforce this central message about the value of work, bold new incentives will make work pay and encourage AFDC recipients to leave welfare.

- **The Earned Income Tax Credit (EITC).** The expanded EITC will lift millions of workers out of poverty. Already enacted by Congress, the EITC will effectively make any minimum wage job pay \$6.00 an hour for a typical family with two children. States will be able to work with the Treasury Department to issue the EITC on a monthly basis.

- **Health care reform.** Universal health care will allow people to leave welfare without worrying about coverage for their families.

- **Child care.** To further encourage young mothers to work, our plan will guarantee child care during education, training, and work programs, and for one year after participants leave welfare for private sector employment. Increased funding for other federal child care programs will bolster more working families just above the poverty line and help them stay off welfare in the first place. Our plan also improves child care quality and ensures parental choice.

WELFARE REFORM: RESPONSIBILITY

Our current welfare system often seems at odds with core American values, especially responsibility. Overlapping and uncoordinated programs seem almost to invite waste and abuse. Non-custodial parents frequently provide little or no economic or social support to their children. And the culture of welfare offices often seems to reinforce dependence rather than independence. The President's welfare plan reinforces American values, while recognizing the government's role in helping those who are willing to help themselves.

Our proposal includes several provisions aimed at creating a new culture of mutual responsibility. We will provide recipients with services and work opportunities, but implement tough, new requirements in return. These include provisions to promote parental responsibility, ensuring that both parents contribute to their children's well-being. The plan also includes incentives directly tied to the performance of the welfare office; extensive efforts to detect and prevent welfare fraud; sanctions to prevent gaming of the welfare system; and a broad array of incentives that the states can use to encourage responsible behavior.

Parental Responsibility

The Administration's plan recognizes that both parents must support their children, and establishes the toughest child support enforcement program ever proposed. In 1990, absent fathers paid only \$14 billion in child support. But if child support orders reflecting current ability to pay were established and enforced, single mothers and their children would have received *\$48 billion*: money for school, clothing, food, utilities, and child care. As part of a plan to reduce *and* prevent welfare dependency, our plan provides for:

- **Universal paternity establishment.** Hospitals will be required to establish paternity at birth, and each applicant will be required to name and help find her child's father before receiving benefits.
- **Regular awards updating.** Child support payments will increase as fathers' incomes rise.
- **New penalties for those who refuse to pay.** Wage-withholding and suspension of professional, occupational, and drivers' licenses will enforce compliance.
- **A national child support clearinghouse.** Three registries—containing child support awards, new hires, and locating information—will catch parents who try to evade their responsibilities by fleeing across state lines. Centralized state registries will track support payments automatically.
- **State initiatives and demonstration programs.** States will be able to make young parents who fail to meet their obligations work off the child support they owe. Demonstration grants for parenting and access programs—providing mediation, counseling, education, and visitation enforcement—will foster non-custodial parents' ongoing involvement in their children's lives. And child support assurance demonstrations will let interested states give families a measure of economic security even if child support is not collected immediately.
- **State options to encourage responsibility.** States can choose to lift the special eligibility requirements for two-parent families in order to encourage parents to stay together. States will also be allowed to limit additional benefits for children conceived by women on welfare.

Accountability for Taxpayers

To eliminate fraud and ensure that every dollar is used productively, welfare reform will coordinate programs, automate files, and monitor recipients. New fraud control measures include:

- **State tracking systems to help reduce fraud.** States will be required to verify the income, identity, alien status, and Social Security numbers of new applicants and assign national identification numbers.
- **A national public assistance clearinghouse.** Using identification numbers, the clearinghouse will follow people whenever and wherever they use welfare, monitoring compliance with time limits and work. A national "new hire" registry will monitor earnings to check AFDC and EITC eligibility, and identify non-custodial parents who switch jobs or cross state lines to avoid paying child support.
- **Tough sanctions.** Anyone who refuses to follow the rules will face tough new sanctions, and anyone who turns down a job offer will be dropped from the rolls. Cheating the system will be promptly detected and swiftly punished.

Performance, Not Process

The Administration's plan demands greater responsibility of the welfare office itself. Unfortunately, the current system too often focuses on simply sending out welfare checks. Instead, the welfare office must become a place that is fundamentally about helping people earn paychecks as quickly as possible. Our plan offers several provisions to help agencies reduce paperwork and focus on results:

- **Program coordination and simplification.** Conforming AFDC and Food Stamp regulations and simplifying both programs' administrative requirements will reduce paperwork.
- **Electronic Benefits Transfer (EBT).** Under a separate plan developed by Vice President Gore, states will be encouraged to move away from welfare checks and food stamp coupons toward Electronic Benefits Transfer, which provides benefits through a tamper-proof ATM card. EBT systems will reduce welfare and food stamp fraud, and lead to substantial savings in administrative costs.
- **Improved incentives.** Funding incentives and penalties will be directly linked to the performance of states and caseworkers in service provision, job placement, and child support collection.

WELFARE REFORM: REACHING THE NEXT GENERATION

Preventing teen pregnancy and out-of-wedlock births is a critical part of welfare reform. Each year, 200,000 teenagers aged 17 and younger have children. Their children are more likely to have serious health problems—and they are much more likely to be poor. Almost 80 percent of the children born to unmarried teenage parents who dropped out of high school now live in poverty. By contrast, only eight percent of the children born to married high school graduates aged 20 or older are poor. Welfare reform will send a clear and unambiguous message to adolescents: you should not become a parent until you are able to provide for and nurture your child. Every young person will know that welfare has changed forever.

Preventing Teen Pregnancy

To prevent welfare dependency in the first place, teenagers must get the message that staying in school, postponing pregnancy, and preparing to work are the right things to do. Our prevention approach includes:

- **A national campaign against teen pregnancy.** Emphasizing the importance of delayed sexual activity and responsible parenting, the campaign will bring together local schools, communities, families, and churches.
- **A national clearinghouse on teen pregnancy prevention.** The clearinghouse will provide communities and schools with curricula, models, materials, training, and technical assistance relating to teen pregnancy prevention programs.
- **Mobilization grants and comprehensive demonstrations.** Roughly 1000 middle and high schools in disadvantaged areas will receive grants to develop innovative, ongoing teen pregnancy prevention programs targeted to young men and women. Broader initiatives will seek to change the circumstances in which young people live and the ways that they see themselves, addressing health, education, safety, and economic opportunity.

Phasing in Young People First

Initial resources are targeted to women born after December 31, 1971. Phasing in the new system will direct limited resources to young, single mothers with the most at risk; send a strong message to teenagers that welfare as we know it has ended; most effectively change the culture of the welfare office to focus on work; and allow states to develop effective service capacity.

A Clear Message for Teen Parents

Today, minor parents receiving welfare can form independent households; often drop out of high school; and in many respects, are treated as if they were adults. Our plan changes the incentives of welfare to show teenagers that having children is an immense responsibility rather than an easy route to independence.

- **Supports and sanctions.** The two-year limit will not begin until teens reach age 18, but from the very first day, teen parents receiving benefits will be required to stay in school and move toward work. Unmarried minor mothers will be required to identify their child's father and live at home or with a responsible adult, while teen fathers will be held responsible for child support and may be required to work off what they owe. At the same time, caseworkers will offer encouragement and support; assist with living situations; and help teens access services such as parenting classes and child care. Selected older welfare mothers will serve as mentors to at-risk school-age parents. States will also be allowed to use monetary incentives to keep teen parents in school.

HHS FACT SHEET

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

July 1994

STATE WELFARE DEMONSTRATIONS

Under section 1115 of the Social Security Act, HHS is authorized to grant states waivers of current laws governing the AFDC and Medicaid programs. This authority is intended to give states the flexibility to demonstrate alternatives that better match their residents' needs.

HHS is committed to fulfilling President Clinton's mandate to make the waiver process more efficient. This should give states more flexibility in their management of joint federal-state programs while maintaining quality services for HHS beneficiaries.

Since January 1993, HHS has approved welfare demonstration projects in Arkansas, California, Colorado, Florida, Georgia, Hawaii, Illinois, Iowa, North Dakota, Oklahoma, South Dakota, Vermont, Virginia, Wisconsin and Wyoming.

ARKANSAS:

Under Arkansas' demonstration, AFDC parents age 16 or younger will be required to attend school regularly or face reductions in benefits if they fail to do so. If appropriate, teenage parents can meet the requirement by attending an alternative educational program.

In addition, Arkansas will implement a policy of not increasing AFDC benefits when additional children are born into a family receiving welfare. Family planning and group counseling services focusing on the responsibilities of parenthood will be included in the demonstration.

Arkansas' application was received on January 14, 1993 and approved on March 5, 1994.

CALIFORNIA:

California's demonstration will encourage teen-age AFDC parents to regularly attend school by paying them a \$100 cash bonus for maintaining a C average, and \$500 for ultimately graduating from high school. Teen-age parents who fail to maintain a D average can have their AFDC payments reduced by up to \$50 a month for two months.

The demonstration will also permit AFDC families to accumulate \$2,000 in assets and have \$4,500 equity in a car. In addition, families will be able to deposit \$5,000 into savings so long as the funds are used to purchase a home, start a business or finance a child's post-secondary education or training.

Finally, the demonstration will allow recipients who work -- but who have low AFDC benefits -- to opt out of the program. They will remain eligible for health care under Medi-Cal as well as other services, such as child care, which are available to AFDC recipients.

California's waiver request was received on Sept. 29, 1993, and granted Feb. 28, 1994.

COLORADO:

Colorado is initiating a "Personal Responsibility and Employment Program" which includes a number of major revisions to the state's AFDC program. The demonstration will operate in five counties. Under the demonstration, parents who are able to work or able to participate in a training program must do so after receiving AFDC benefits for two years. Individuals who refuse to perform the assignments can face a loss of AFDC benefits.

Additionally, the demonstration will "cash out" Food Stamps for participants, meaning that the value of the coupons will be added to the monthly AFDC payment. Participants will be encouraged to work through a new formula which will enable families to keep more of the money they earn. Asset levels and rules pertaining to ownership of an automobile will also be changed so that participants will be permitted to own a car regardless of its value or their equity in it.

Finally, the demonstration provides for payment of financial bonuses when participants stay in school and graduate from a secondary (high school) or GED program, and permits financial penalties to be assessed when parents fail to have their children immunized. Colorado's waiver request was received on June 30, 1993, and granted on Jan. 15, 1994.

FLORIDA:

Florida is implementing a "Family Transition Program" for AFDC recipients in two counties. Under the plan, most AFDC families will be limited to collecting benefits for a maximum of 24 months in any five-year period.

Individuals who exhaust their transitional AFDC benefits but are unable to find employment will be guaranteed the opportunity to work at a job paying more than their AFDC grant. The demonstration also provides a longer period of eligibility -- 36 months in any six-year period -- for families at a high-risk of becoming welfare dependent.

Medicaid and child care benefits will be available in the demonstration. Local community boards will play a large role in overseeing the program.

Other elements of the demonstration include an increase in the earnings disregard formula and asset ceilings, as well as a statewide requirement that AFDC parents must ensure that their children have been immunized. Florida's waiver request was received on Sept. 21, 1993, and granted on Jan. 27, 1994.

GEORGIA:

Georgia is initiating the "Personal Accountability and Responsibility Project" (PAR) which strengthens federal work requirements that must be met in order to receive cash benefits. Georgia's welfare agency will now be able to exclude from an AFDC grant any able-bodied recipient between the age of 18 to 60 who has no children under the age of 14 and who willfully refuses to work or who leaves employment without good cause. The rest of the family will continue to be eligible for AFDC benefits.

The plan will also allow the state to deny additional cash benefits for additional children born after a family has been on welfare for at least two years if the child was conceived while the family was on welfare. However, PAR would allow recipients to 'learn back' the denied benefits through the receipt of child support payments or earnings.

Medicaid and Food Stamps eligibility will continue for all family members. In addition, Georgia will offer family planning services and instruction in parental skills to AFDC recipients. Georgia's waiver request was received on May 18, 1993, and granted on Nov. 2, 1993.

HAWAII:

Under Hawaii's "Creating Work Opportunities for JOBS Families" (CWOJF) programs, job-ready JOBS recipients who would otherwise expect to wait at least three months to be placed in a regular education or training activity are required to pursue job leads developed by JOBS program specialist. The positions are part-time (up to 18 hours per week), private sector jobs at minimum wage, and will allow participants to gain work experience, develop their skills, and better target training needs.

The demonstration will operate for five years. Hawaii's application was received on November 3, 1993 and approved on June 25, 1994.

ILLINOIS:

The Work Pays component, added to the previously approved Project Fresh Start, encourages employment and thereby self-sufficiency by enabling recipients to keep more of their earnings than is normally allowed. The State will disregard two of each three dollars earned for as long as they continue working. Illinois' waiver request was received Aug. 2, 1993, and granted on Nov. 23, 1993.

IOWA:

Iowa is implementing a reform plan that will encourage AFDC and Food Stamp recipients to take jobs and accumulate assets through a program of "Individual Development Accounts." Funds deposited in an account can only be withdrawn to pay for education, training, home ownership, business start-up or family emergencies. The current law which limits each family's assets to \$1,000 will be changed to allow each applicant to have up to \$2,000 in assets and each AFDC family to possess up to \$5,000 in assets. Additionally, the vehicle asset ceiling will rise from \$1,500 to \$3,000.

Recipients will also be encouraged to work under a new formula which disregards 50 percent of their earnings in the calculation of benefits. For recipients lacking in significant work histories, all income will be disregarded during the first four months on AFDC. A Family Investment Program will be created for most AFDC parents, requiring them to participate in training and support services as a condition of AFDC receipt. Only parents with a child under 6 months old at home, those working at least 30 hours per week, and the disabled are exempt. Individuals who choose not to participate in the Family Investment Agreement will have their AFDC benefits phased out over six months and will not be able to reapply for another six months. Iowa's request was received Apr. 29, 1993, and granted Aug. 13, 1993.

NORTH DAKOTA:

North Dakota's demonstration will provide federal AFDC matching funds to the state for low-income women during the initial six months of pregnancy with their first child. Such payments are usually not available until the last trimester of the pregnancy.

In addition, the demonstration links AFDC to a requirement that individuals enroll in the state's welfare-to-work program and pursue education or training activities both during the first six months of pregnancy and after their child is three months of age.

North Dakota's waiver application was received on August 19, 1993, and approved on April 12, 1994.

OKLAHOMA:

Oklahoma's demonstration seeks to encourage welfare recipients to regularly attend school and ultimately graduate from a high school or equivalent educational program.

The demonstration provides that AFDC recipients between the ages of 13 and 18 need to remain in school or face a reduction in benefits if they drop out. The plan applies to teenage parents as well as children. Oklahoma's request was received Dec. 28, 1992, and granted Jan. 25, 1993.

SOUTH DAKOTA

South Dakota is initiating its "Strengthening of South Dakota Families Initiative" that encourages welfare recipients to undertake either employment or education activities. The program assigns AFDC participants to either an employment or education track that enables them to move from dependency to self-sufficiency. Individuals enrolled in the employment track will receive up to 24 months of AFDC benefits; those participating in the education track will receive up to 60 months of AFDC benefits.

Upon completion of either track, participants will be expected to find employment, or failing that, will be enrolled in approved community service activities. Individuals who refuse to perform the required community service without good cause will have their benefits reduced until they comply. In addition, in conformance with the food stamp program, AFDC benefits can be denied to any family in which an adult parent quits a job without good cause. The sanction period will last three months, or until the parent acquires a comparable job.

The demonstration also enacts new rules pertaining to the employment and earnings of children receiving AFDC. Under current law, income earned by children can reduce the family's overall AFDC payment. The South Dakota demonstration will disregard such earnings for children who are attending school at least part-time. Children will be permitted to have a savings account of up to \$1,000. Additionally, AFDC children 14 and over, who are employed part-time, will be permitted to own an automobile worth up to \$2,500.

The South Dakota demonstration will involve a rigorous evaluation that utilizes random assignment to experimental and control groups. South Dakota's request was received Aug. 6, 1993, and approved March 14, 1994.

VERMONT:

Vermont's "Family Independence Project" (FIP) promotes work by enabling AFDC recipients to retain more income and accumulate more assets than is normally allowed. FIP also requires AFDC recipients to participate in community or public service jobs after they have received AFDC for 30 months for most AFDC families, 15 months for families participating in the unemployed parent component of AFDC. Current child support payments will now go directly to families entitled to them. Vermont's request was received Oct. 27, 1992, and granted April 12, 1993.

VIRGINIA:

Virginia's "Welfare Reform Project" will encourage employment by identifying employers who commit to hire AFDC recipients for jobs that pay between \$15,000 and \$18,000 a year and by providing additional months of transitional child care and health care benefits. A second statewide project will: enable AFDC families to save for education or home purchases by allowing the accumulation of up to \$5,000 for such purposes; encourage family formation by changing the way a stepparent's income is counted; and allow fulltime high school students to continue to receive AFDC benefits until age 21. Further, in up to four counties,

AFDC recipients who successfully leave welfare for work may be eligible to receive transitional benefits for child and health care for an additional 24 months, for a total of 36 months. In one location, Virginia will offer a guaranteed child support "insurance" payment to "DC families who leave welfare because of employment to assist the family in maintaining economic self-sufficiency. Virginia's request was received July 13, 1993, and granted Nov. 23, 1993.

WISCONSIN:

Wisconsin's reform plan, "Work Not Welfare," will require that most AFDC recipients either work or look for jobs. The plan provides case management, employment activities and work experience to facilitate employment. Receipt of AFDC benefits will be limited to 24 months in a four-year period, except under certain conditions, such as an inability to find employment in the local area due to a lack of appropriate jobs. Upon exhaustion of benefits, recipients become ineligible for 36 months.

With exceptions, children born while a mother receives AFDC will not be counted in determining a family's AFDC grant. In addition, child support will now be paid directly to the AFDC custodial parent in cases where the funds are collected by the state. Wisconsin's request was received July 14, 1993, and granted Nov. 1, 1993.

In addition, under Wisconsin's AFDC Benefit CAP (ABC) Demonstration Project, no additional benefits will be provided to existing Aid to Families with Dependent Children cases due to the birth of a child, with exceptions, although additional children will remain eligible for Medicaid benefits and food stamps. All AFDC recipients will be offered family planning services and instructions on parenting skills. The new rule goes into effect ten months after the demonstration is implemented. For this waiver, Wisconsin's application was received on February 9, 1994 and approved on June 24, 1994.

WYOMING:

Wyoming's reform plan will encourage AFDC recipients to enroll in school, undertake a training program, or enter the workforce. Wyoming's plan will allow "DC families with an employed parent to accumulate \$2,500 in assets, rather than the current ceiling of \$1000.

Wyoming will promote compliance with work and school requirements with tough penalties: AFDC minor children who refuse to stay in school or accept suitable employment could have their monthly benefit reduced by \$40; and adult AFDC recipients who are required to work or perform community service, but refuse to do so, face a \$100 cut in their monthly benefit. Also, Wyoming will severely restrict eligibility for adults who have completed a post-secondary educational program while on welfare, and will deny payment to recipients who have confessed to or been convicted of program fraud until full restitution is made to the State.

Unemployed, non-custodial parents of AFDC children who are not paying child support can now be ordered, by the courts, into Wyoming's JOBS program. Wyoming's request was received May 20, 1993, and granted Sept. 7, 1993.

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FACTS RELATED TO WELFARE REFORM

Job Opportunities and Basic Skills (JOBS)

Existing JOBS Program

Created by the Family Support Act of 1988 and championed by then-Governor Clinton, the Job Opportunities and Basic Skills (JOBS) program helps AFDC recipients become job-ready and enter the workplace. JOBS offers education, training, and job placement, as well as guaranteed child care and other support services. But unfortunately, it reaches few poor families.

To support local flexibility, the Family Support Act gave state welfare agencies primary administrative responsibility for JOBS. The law encouraged welfare agencies to form collaborative relationships with other community institutions--such as schools, non-profit organizations, and business groups--so that JOBS programs would fit local circumstances and needs.

The Family Support Act represented a fundamental rethinking of welfare incentives and obligations. Through JOBS, it set in place expectations that welfare should be only a transitional preparation for self-sufficiency, and that training and support services are as vital as cash benefits. However, the law exempted about half of AFDC recipients, including mothers under age 16, mothers in school, and mothers with children under age three (or one, at state option). Most significantly, in 1994, states were required to have only 15 percent of non-exempt recipients participate in JOBS.

Funding constraints have also limited the program's reach. During the past five years, AFDC caseloads mushroomed and a weak economy put additional demands on state budgets. As a result, states drew down only 69 percent of the federal funds available for JOBS in 1992, and only 12 states were able to draw down their full allocation.

Changes Under Welfare Reform

Under President Clinton's welfare reform plan, an enhanced JOBS program becomes the core of the transitional assistance approach. Our proposal would expand and improve the current program to include:

A personal employability plan. From the very first day, the new system will focus on making young mothers self-sufficient. Working with a caseworker, each woman will develop an employability plan identifying the education, training, and job placement services needed to move into the workplace. Because 70 percent of welfare recipients already leave the rolls within 24

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FACTS RELATED TO WELFARE REFORM

Child Care Programs

Existing Child Care Programs

Five federal programs currently provide child care assistance to low-income families. AFDC/JOBS Child Care and Transitional Child Care help families moving from AFDC to work, while At-Risk Child Care and the Child Care and Development Block Grant enable low-wage working families to remain self-sufficient. In addition, Head Start provides low-income families with child development and other social services.

AFDC/JOBS Child Care, an entitlement program, offers assistance to recipients of Aid to Families with Dependent Children (AFDC) who are working or in education and training programs.

Transitional Child Care, also an entitlement program, provides assistance for up to one year after recipients leave AFDC for employment, so that parents entering the workforce will have the continued security of affordable care for their children.

The At-Risk Child Care program, a capped entitlement, allows states to provide child care to help low-income working families who might go on AFDC without such assistance.

The Child Care and Development Block Grant, a discretionary program, makes child care available to low-income parents who work, attend educational and training programs, or receive protective services. The federal government distributes funds to states, Indian tribes, and territories, which then enable parents to choose the care most appropriate to their children. The block grant also provides funds for quality improvements.

Head Start, a discretionary program, provides comprehensive services including education, health, parent involvement and social services to children from low-income families who meet the federal poverty guidelines.

Over the past few years, these five programs have provided critical child care support to low-income families. Despite this progress, there is still a significant demand for child care, for resources to improve quality and supply, and for better coordination and consistency across programs.

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FACTS RELATED TO WELFARE REFORM

Child Support Programs

Existing Child Support Programs

The goal of the Child Support Enforcement (CSE) program, established in 1975 under Title IV-D of the Social Security Act, is to ensure that children are supported financially by both of their parents.

Designed as a joint federal, state, and local partnership, the multi-layered program involves 50 separate state systems, each with its own unique laws and procedures. Some local child support offices are run by courts, others by counties, and others by state agencies. At the federal level, the Department of Health and Human Services provides technical assistance and funding to states through the Office of Child Support Enforcement and also operates the Federal Parent Locator System, a computer matching system that uses federal information to locate non-custodial parents who owe child support.

Today, despite recent improvements in paternity establishment and collections, this child support system fails many families. In 1991, 14.6 million children lived in a female-headed family, almost triple the number in 1960, and 56 percent of them lived in poverty. Paternity is not established for most children born out of wedlock, child support awards are usually low and rarely modified, and ineffective collection enforcement allows many non-custodial parents--especially in interstate cases--to avoid payment without penalty.

As a result, non-custodial parents paid only \$14 billion in child support in 1990. But if child support orders reflecting current ability to pay were established and enforced, single mothers would have received \$48 billion: money for clothing, food, utilities, and child care. Closing that \$34 billion gap is a top priority for this Administration.

Clinton Administration Increases and Innovations

Already, the Clinton Administration has proposed, and Congress has adopted, a requirement for states to establish hospital-based paternity programs, as a proactive way to establish paternity early in a child's life. In addition, the 1995 budget reflects a 13 percent increase in federal spending on child support.

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FACTS RELATED TO WELFARE REFORM

Aid to Families with Dependent Children (AFDC)

Benefits

- AFDC benefit levels range from \$120 per month for a family of three in Mississippi to \$923 per month in Alaska, with the median state paying \$367 in AFDC benefits (January 1993 figures). Food stamp benefits fall as AFDC benefits increase, however, offsetting to some degree the disparity in AFDC benefit levels among the different states.
- AFDC benefit levels have declined by 42 percent in the last two decades. The average monthly benefit for a mother and two children with no earnings has shrunk in constant 1992 dollars from \$690 in 1972 to \$399 in 1992, a 42-percent decline.
- This decline has been partly offset by an increase in food stamp benefits, such that the combination of AFDC and food stamps for a mother and two children with no earnings has declined by 26 percent between 1972 and 1992.
- In all 50 states, AFDC benefits are below the Census Bureau's poverty threshold, varying from 13 percent of the threshold in Mississippi to 79 percent in Alaska (median of 39 percent).

Caseloads

- The number of persons receiving AFDC each year has increased significantly between 1975 and 1992. In 1975, 11.1 million individuals received benefits, and in 1992, 13.6 million persons received AFDC (up from 12.6 in 1991). Over the same time period, the average size of AFDC families has fallen, from 3.2 persons in 1975 to 2.9 persons in 1992.
- Reciprocity rates, defined as the total number of AFDC recipients divided by the State population, have not followed a uniform trend among all States. While rates in some States increased substantially between 1975 and 1992, 22 States experienced a decline in monthly reciprocity rates over that time period.
- Two thirds of AFDC recipients are children. In 1992, AFDC provided benefits to 9.2 million children.

Other Facts

Living Arrangements of Children

- While the total child population in the United States was approximately the same in 1960 as in 1991, the percent of children living with a single parent increased from 9 percent to 26 percent. The majority of children born today will spend some time in a single-parent family.

Labor Force Participation of Women

- The percent of women who work in the wage labor market has increased dramatically in recent decades. Between 1950 and 1992, the labor force participation of women with children under age 6 increased from 14 percent to 58 percent.

Child Poverty

- In 1992, 22 percent of children lived in poverty. Among children in female-headed families, the rate was 54 percent; among children in families with a male present, the rate was 11 percent.

Child Support Enforcement

- In families with children with an absent father in 1989, 58 percent had a child support order in place, 37 percent received some payment, and 26 percent received the full payment.