

POLITICAL PROFILE

Congressman Pete Stark has developed a reputation for being unorthodox. As Chairman of the Ways and Means Subcommittee on Health in the 103rd Congress, he was effective in moving legislation to meet his agenda.

Congressman Stark was dealt a major blow in his efforts to improve health services for the elderly when the Medicare catastrophic coverage legislation was repealed 16 months after it was enacted. While the demise of this legislation left many members of Congress wary of future efforts to expand health care coverage for any group, this was not the case for Congressman Stark.

Stark made heroic efforts in the 102nd Congress to be a player on health reform and to move the reform agenda. He introduced legislation which provided universal health care coverage based on a play-or-pay model. As the session drew to a close, and the Democratic leadership searched for a reform vehicle to move, Congressman Stark offered his "Health Care Cost Containment and Reform Act." That bill would have expanded health care coverage while imposing global budgets on health care providers and reforming the health insurance market. The bill did not move beyond the Health Subcommittee due to the hold placed on it by Chairman Rostenkowski and the lack of consensus among members on what type of reform was either needed or wanted. Congressman Stark reintroduced that bill at the opening of the 103rd Congress.

He is sharply critical of the HMO industry. Moreover, he has feuded publicly with the AMA, AHA, the pharmaceutical manufacturers, and the insurance industry.

Congressman Pete Stark (D-CA) 13th



Born:	November 11, 1931 Milwaukee, WI
Family:	Wife, Deborah; 4 children from previous marriage
Residence:	Oakland
Religion:	Unitarian
Education:	MIT, B.S. Univ. of CA, Berkeley, M.B.A.
Military:	Air Force, 1955-57
Prev. Occup:	Banker
Pol. Career:	Sought Democratic nomination for CA Senate, 1969
Elected:	1972
Committees:	Ways and Means

WELFARE REFORM ISSUES/PRIORITIES

Congressman Stark was a co-sponsor of the Job Start for America Act of 1994 (Mink, H.R. 4498).

HEALTH REFORM ISSUES/PRIORITIES

During the last Congress, Stark publicly attacked the Administration's plan and its authors. He believed the Administration's health care reform plan would dismantle the Medicare program. He was deeply distrustful of market competition in health care and did not believe that the Administration's risk adjustment would work. Furthermore, he did not believe premium regulation was effective, favoring Medicare rate regulation instead. Lastly, Congressman Stark opposed HIPCs and raised concerns about reductions in payments to teaching hospitals.

During one health care reform hearing, he said he thought a Federal plan, from which States could opt out if they had a good program, was preferable to the President's approach. He also expressed concern about the effect of the proposed Medicare cuts. At another hearing, he indicated that people were confused over the long-term care coverage in the plan and believed it was a Medicare benefit and he asked what would happen if a State refused to participate in the Clinton Plan (Governor Wilson (CA) had indicated that he was not interested). Congressman Stark also objected to establishing a National Health Board and said the Administration should build on the relationship established within HHS. He questioned the advisability of designing a more generous package for those under 65 than for those 65 and older and he objected to the alliances supplanting organizations such as CALPERS.

The Congressman was a co-sponsor of the American Health Security Act of 1993 (McDermott, H.R. 1200) and, despite his problems with the Administration's bill, the President's Health Security Act (Gephardt, H.R. 3600).

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Stark re-introduced the Health Care Cost Containment Act (H.R. 200) as well as a Medicare-for-all plan (H.R. 2610). Furthermore, he sponsored legislation to extend and improve the ban on physician referrals to health care providers with which the physician has a financial relationship (H.R. 345); to impose an excise tax on certain sales of assets of medical service organizations to managers of such organizations (H.R. 483); to establish in the Food and Drug Administration the Patented Medicine Prices Review Board to regulate the prices of certain prescription drugs and amend the Internal Revenue Code to recapture certain tax benefits (H.R. 916). Additionally, he sponsored legislation attempting to curb health care fraud (H.R. 1255). The Congressman also sponsored legislation protecting the privacy of prescription drug records (H.R. 1497). Lastly, he sponsored legislation investing in essential health facilities (H.R. 2494).

The Congressman co-sponsored the Family and Medical Leave Act (Ford, H.R. 1, P.L. 103-3) and Congressman Rostenkowski's bill to cover certain preventive services under Medicare (Rostenkowski, H.R. 19). He also co-sponsored a measure to improve the administration of the Medicare program (Pickle, H.R. 22). He co-sponsored legislation attempting to protect: (1) women's reproductive freedoms (Lowey, H.R. 519); (2) women's access to clinic entrances (Schumer, H.R. 796); (3) women from domestic violence (Schroeder, H.R. 1133); and women's health (Schroeder, H.R. 3075). He believed in providing emergency hunger and homelessness relief and thus co-sponsored Congressman Vento's legislation (Vento, H.R. 697). He was a co-sponsor of legislation attempting to protect children from inhaling deadly cigarette smoke (Durbin, H.R. 710), all individuals from deadly cigarette smoke in all buildings (Waxman, H.R. 3434), and individuals from deadly handguns (Schumer 1025, H.R. 1025, Pub. L. 103-159). Moreover, he co-sponsored the Reemployment Act of 1994 (Rostenkowski, H.R. 4040), the Social Security Independence and Program Improvements Act of 1994 (Jacobs, H.R. 4277, Pub. L. 103-296) and the Ryan White Reauthorization Act of 1994 (Waxman, H.R. 5141). Lastly, he was a co-sponsor of the American Health Security Act of 1993 (McDermott, H.R. 1200) and the President's Health Security Act (Gephardt, H.R. 3600).

GROUP RATINGS

YEAR	ACLU	COPE	ACU	NTLC
1992	100	83	4	5
1991	--	100	0	--

January 5, 1995

CALIFORNIA

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	31,211,000	257,908,000
Child Population (1990)	7,810,000	63,924,000
Percent of Population that are Children (<18)	26.2%	25.7%
Per Capita Personal Income (1992)	\$21,278	\$19,841
Poverty Rate		
1992	15.8%	14.5%
1990	13.9%	13.5%
1983	14.9%	15.2%
1979	11.4%	11.7%
% Point Change in Rate (1979-1992)	4.4%	2.8%
Unemployment Rate (1992)	9.1%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	25.7%	20.8%
FMAP	50%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$6,393,441,000	\$25,372,883,000
Benefit Payments	\$5,897,367,000	\$22,553,082,000
Administrative Expenditures	\$ 496,074,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$607	\$365
AFDC Benefits as % of 1993 Poverty Threshold	63.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$214	\$295
Combined Benefits--Jan. 1994	\$821	\$661
Combined as % of 1993 Poverty Threshold	86%	69%
% Change in AFDC Benefits Since 1992	-5.9	-1.3%
QC Error Rate (1991)	3.49	4.9%

January 5, 1995

CALIFORNIA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	859,000	4,981,301
Basic	718,000	4,612,000
UP	142,000	359,000
UP as % of Caseload	16.5%	7.2%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	50.3%	46.5%
% Change in Caseload FY 1988-1992	37.8%	27.2%
AFDC Reciprocity Rate	8.1%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	34.2%	24.8%
Food Stamp Reciprocity Rate-FY 1992	8.29%	9.95%
% AFDC Cases Receiving Housing Subsidies	8.0%	21.3%
% AFDC Cases With Earned Income	7.5%	7.4%
Number of JOBS Participants	56,653	541,995
Participation Rate	9.9%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$156,787,273	\$1,000,000,000
Grant Amount (Preliminary Data)	\$96,809,104	\$ 746,195,829
% of Allocation	61.7%	74.6%

CALIFORNIA
CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	<u>FY 93</u>	<u>FY 93</u>
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$736.9	\$8,907.3
AFDC/FC Collections (in millions)	\$335.2	\$2,416.3
NAFDC Collections (in millions)	\$401.6	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expands.	\$2.54	\$3.97
Percentage Change in Total Real Collections since 1992	12.7%	11.8%
 Total IV-D Caseload	 1,833,853	 17,110,468
Percent of IV-D Cases with Collections	12.5%	18.2%
Percent of IV-D Cases with Orders	43.9%	55.4%
Average Collection from Cases with Collections	\$3,223	\$2,855
 Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	 77,321 204,229	 554,204 1,213,769
Percent of Paternities to Out-of-Wedlock Births	38%	46%

CALIFORNIA
FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	48,526	51,000 (1st 3 qrs.)
Total Foster Care Children	90,311	Not Available
Title IV-E Foster Care \$ (in millions)	478.1	555.3 (Estimated)
Title IV-B FP/FS Services in \$		6.9 (in millions)

January 5, 1995

CALIFORNIA

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

FY 1993		
	STATE	U.S.
Enrollment	39,989*	755,000*
‡ Grant (in thousands)	\$90,062	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

CALIFORNIA

HEAD START

FY 1994		
	STATE	U.S.
FUNDING (in thousands)	\$371,132	\$3,325,728
ENROLLMENT	70,895	740,465
% ELIGIBLE	33	38
# GRANTEES	56	1,405

**CALIFORNIA
NATIVE AMERICAN PROGRAM**

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
28	2,587,869	259	34,997,412

**CALIFORNIA
REFUGEE AND RESETTLEMENT PROGRAM**

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
31,355	55,903,960	5,532

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congressman Andrew Jacobs has served in the House of Representatives longer than most being first elected in 1964. He has served continuously except for a two-year hiatus when he was defeated for one term in 1972. He is known as frugal and a fiscal conservative.

Being frugal means having one of the lowest staff payrolls in Congress. Additionally, he does not accept PAC contributions and raises very little money for campaigns. His fiscal conservatism can be seen in his support for a balanced budget amendment, support which has not wavered since 1976. Moreover, he opposes congressional salary increases, usually votes against spending for defense and public works projects, and has authored legislation barring inmates from receiving Social Security benefits while in prison.

While attending law school, Congressman Jacobs was a police officer in the Sheriff's Department and strongly supports anti-crime legislation including strong measures to curb handgun violence.

As Chair of the Social Security Subcommittee, he authored legislation, and vigilant fought, to make the Social Security Administration an independent agency.

Congressman Andrew Jacobs (D-IN) 10th



Born:	February 24, 1932 Indianapolis, IN
Family:	Wife, Kimberly Hood 2 children
Residence:	Indianapolis
Religion:	Roman Catholic
Education:	IN Univ. B.S. & LL.B.
Military:	Marine Corps. 1950-52
Prev. Occup:	Attorney, police officer
Pol. Career:	IN House, 1959-61 Democratic nominee for US House, 1962 defeated for re- election to House, 1972 re-elected 1974
Elected:	1964
Committees:	Ways and Means

HEALTH REFORM ISSUES/PRIORITIES

Before becoming Chairman of the Social Security Subcommittee of the Ways and Means Committee, Congressman Jacobs chaired the Health Subcommittee. When the Social Security Reform Act reached the Committee on Ways and Means in 1983, he added a Medicare payment plan setting fixed costs for inpatient treatment of various diseases. He also pushed to freeze Medicare payments to physicians and to prevent the charging of extra fees beyond those covered by Medicare.

When Congress voted to cover prescription drugs under Medicare in 1987, Congressman Jacobs authored all the opposing amendments on behalf of the pharmaceutical industry.

He opposes a single payer system and supports personal medical savings accounts to pay for health care.

Strongly opposed to smoking, Congressman Jacobs has been a consistent advocate of doubling the cigarette tax and earmarking the extra revenues for the Hospital Insurance Trust Fund.

Congressman Jacobs co-sponsored former Congressman Santorum's health care reform proposal which called for the use of a medical savings account to pay for health care. He was also a co-sponsor of Congressman Rowland's bill, the Health Reform Consensus Act of 1994 (Rowland, H.R. 3955).

WELFARE REFORM ISSUES/PRIORITIES

According to staff, Congressman Jacobs has no particular concerns with the Administration's welfare reform proposal. Generally, he has an interest in children and preventing dependency at an early age.

The Family Support Act of 1988 included a pilot program, authored by Congressman Jacobs, for college students to serve as "aunts and uncles" to welfare children.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Jacobs sponsored a number of Social Security-related bills: to streamline the disability application and appeal process (H.R. 646); to make the Social Security Administration independent of the Department of Health and Human Services (H.R. 647 and H.R. 4277, Pub. L. 103-296); to require the Secretary of the Treasury to issue to the Social Security trust funds certificates of U.S. obligations (H.R. 931); to improve provisions prohibiting the use of Social Security symbols for deceptive purposes (H.R. 978); and to increase the "Nanny Tax" (H.R. 4278, Pub. L. 103-387).

In addition, he has co-sponsored a bill which would provide for the evaluation of information on HIV infection which would help make determinations of disability under Titles II and XVI of the Social Security Act (Matsui, H.R. 728). He has also co-sponsored legislation protecting children from tobacco smoke (Durbin, H.R. 710) and all people from being subjected to tobacco smoke (Traficant, H.R. 881, and Waxman, H.R. 3434). He supported the Brady Handgun Violence Prevention Act by being a co-sponsor as well as the Violence Against Women Act of 1993 (Schroeder, H.R. 1133). He co-sponsored former Congressman Santorum's health care reform proposal which called for the use of a medical savings account to pay for health care. He was also a co-sponsor of Congressman Rowland's bill, the Health Reform Consensus Act of 1994 (Rowland, H.R. 3955). Furthermore, he co-sponsored the Reemployment Act of 1994 (Rostenkowski, H.R. 4040) and the Reauthorization of Ryan White (Waxman, H.R. 5141).

GROUP RATINGS

	ACLU	COPE	ACU	NTLC
1992	91	83	20	40
1991	--	91	20	--

January 6, 1995

INDIANA

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	5,713,000	257,908,000
Child Population (1990)	1,461,000	63,924,000
Percent of Population that are Children (<18)	26.4%	25.7%
Per Capita Personal Income (1992)	\$18,043	\$19,841
Poverty Rate		
1992	11.7%	14.5%
1990	13.0%	13.3%
1983	16.1%	15.1%
1979	9.7%	11.7%
% Point Change in Rate (1979-1992)	2.0	2.8
Child Poverty Rate (1993) 5 to 17 years old	10.8%	
Unemployment Rate (1992)	6.5%	7.4%
FMAP	63.21%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$256,617,000	\$25,372,883,000
Benefit Payments	\$221,179,000	\$22,553,082,000
Administrative Expenditures	\$35,438,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$288	\$365
AFDC Benefits as % of 1993 Poverty Threshold	30.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$295	\$295
Combined Benefits--Jan. 1994	\$583	\$661
Combined as % of 1993 Poverty Threshold	61.0%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	5.80%	4.9%

January 6, 1995

INDIANA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	73,013	4,981,301
Basic	69,155	4,622,000
UP	3,858	359,000
UP as % of Caseload	5.3%	7.2%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	45.0%	46.5%
% Change in Caseload FY 1988-1992	30.5%	27.2%
AFDC Reciprocity Rate	4.1%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	31.5%	24.6%
Food Stamp Reciprocity Rate-FY 1992	90.6%	9.95%
% AFDC Cases Receiving Housing Subsidies	27.0%	21.3%
% AFDC Cases With Earned Income	6.9%	7.4%
Number of JOBS Participants	5,243	541,995
Participation Rate	16.2%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$14,789,922	\$1,000,000,000
Grant Amount (Preliminary Data)	\$ 9,109,749	\$ 746,195,829
% of Allocation	61.6%	74.6%

INDIANA

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$141.2	\$8,907.3
AFDC/FC Collections (in millions)	\$52.0	\$2,416.3
NAFDC Collections (in millions)	\$89.1	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expenda.	\$6.45	\$3.97
Percentage Change in Total Real Collections since 1992	13.3%	11.8%
Total IV-D Caseload	757,399	17,110,468
Percent of IV-D Cases with Collections	9.6%	18.2%
Percent of IV-D Cases with Orders	71.1%	55.4%
Average Collection from Cases with Collections	\$1,945	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	4,950 24,294	554,205 1,213,769
Percent of Paternities to Out-of-Wedlock Births	20.4%	45.7%

INDIANA

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	2,541	(1st 3 qrs.)
Total Foster Care Children	8,849	Not Available
Title IV-E Foster Care \$ (in millions)	37.65	(Estimated)
Title IV-B FP/FS Services in \$		938.6 (in thou)

INDIANA

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	15,491 *	755,000 *
\$ Grant (in thousands)	\$15,372	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

INDIANA

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$46,543	\$3,325,728
ENROLLMENT	11,730	740,465
% ELIGIBLE	35	38
# GRANTEES	36	1,405

INDIANA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412

INDIANA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
460	303,582	377

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

While only 26, Congressman Ford began his political career as a member of the Tennessee state legislature. After ably serving his constituents for three years, he was elected to the United States House of Representatives where he has served ever since. His service in the House has been marked by both triumphs and failures; his triumphs are mostly in the area of welfare reform and his failures primarily stem from a federal indictment for bank and tax fraud. The legal proceedings resulting from this indictment were drawn out over six years ending with an acquittal in 1993.

WELFARE REFORM ISSUES/PRIORITIES

As Chairman of the Ways and Means Subcommittee on Human Resources in the 103rd Congress, the Congressman was a leader on national welfare policy. He brought a "minority-rights" perspective to discussions of welfare policy and during the major welfare reform debate of 1987, he launched his own welfare-overhaul bill. The centerpiece of his bill was a program aimed at training welfare recipients so they could move into the work force. Major portions of Congressman Ford's program were incorporated into the final welfare package that became law in 1988.

Congressman Ford was a co-sponsor of the Administration's welfare reform legislation. Yet, the Congressman expressed concern about the kind of job training that would be provided under the Administration's welfare reform proposal and repeatedly stressed the importance of creating higher paying jobs for those hoping to break the poverty and welfare cycle. Whenever possible, he would also like to move recipients into jobs before the expiration of the two-year time limit.

Congressman Harold Ford (D-TN) 9th



Born:	May 20, 1945 Memphis, TN
Family:	Wife, Dorothy Bowles 3 children
Residence:	Memphis, TN
Religion:	Baptist
Education:	TN State Univ., B.S. John Guppton Mortuary, L.F.D., L.E.D. Howard Univ., M.B.A.
Military:	None
Prev. Occup.:	Mortician
Pol. Career:	TN House, 1971-75
Elected:	1974
Committees:	Ways and Means

HEALTH CARE REFORM ISSUES/PRIORITIES

Congressman Ford was interested in health reform as a pre-requisite of welfare reform. His discomfort with the Administration's more conservative approach to welfare reform prompted him to voice related concerns with the health reform proposal. Specifically, he was protective of low income populations and foster children. He resisted efforts that isolated the poor in low cost plans.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Ford did not sponsor any legislation in the 103rd Congress.

Congressman Ford co-sponsored the Family and Medical Leave Act of 1993 (Ford, H.R. 1, Pub. L. 103-3) and legislation protecting a women's access to abortion clinic entrances (Schumer, H.R. 796). He has also co-sponsored measures to increase job and life skills training in inner cities (Waters, H.R. 1020). He is a Brady Handgun co-sponsor (Schumer, H.R. 1025, Pub. L. 103-159) and a Violence Against Women co-sponsor (Schroeder, H.R. 1133). Additionally, he favored the single-payer approach for health care reform and co-sponsored Congressman McDermott's American Health Security Act of 1993 (McDermott, H.R. 1200). He also co-sponsored a bill regulating dietary supplements (Richardson, H.R. 1709). He supported Congressman William Ford's School-to-Work Opportunities Act of 1994 as a co-sponsor (Ford, H.R. 2884, Pub. L. 103-239) the Administration's welfare reform legislation, the Work and Responsibility Act of 1994 (Gibbons, H.R. 4605).

GROUP RATINGS

YEAR	ACLU	COPE	ACU	NTLC
1992	100	86	5	0
1991	--	100	0	--

January 6, 1995

TENNESSEE

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	5,099,000	257,908,000
Child Population (1990)	1,222,000	63,924,000
Percent of Population that are Children (< 18)	25.1%	25.7%
Per Capita Personal Income (1993)	\$17,341	\$16,053
Poverty Rate		
1992	17.0%	14.5%
1990	16.9%	13.5%
1983	20.1%	15.2%
1979	16.4%	11.7%
% Point Change in Rate (1979-1992)	0.6%	2.8%
Child Poverty Rate (1993) 5 to 17 years old	17.5%	
Unemployment Rate (1992)	6.4%	7.4%
FMAP	67.57%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$255,374,000	\$25,372,983,000
Benefit Payments	\$220,553,000	\$22,553,082,000
Administrative Expenditures	\$ 34,821,000	\$ 2,819,801,000
AFDC Grant (Mother-1 children-0 income)	\$185	\$365
AFDC Benefits as % of 1993 Poverty Threshold	19.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$295	\$295
Combined Benefits--Jan. 1994	\$480	\$661
Combined as % of 1993 Poverty Threshold	50.0%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	6.71%	4.9%

January 6, 1995

TENNESSEE (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	107,866	4,981,301
Basic	103,372	4,622,000
UP	4,494	359,000
UP as % of Caseload	4.2%	7.2
Average Number in AFDC Unit	2.7	2.9
% Caseload on More Than 2 Years	44.6%	46.5
% Change in Caseload FY 1988-1992	40.9%	27.2%
AFDC Reciprocity Rate	6.1%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	43.3%	24.8%
Food Stamp Reciprocity Rate-FY 1992	13.97%	9.95%
% AFDC Cases Receiving Housing Subsidies	31.3%	21.3
% AFDC Cases With Earned Income	11.2%	7.4
Number of JOBS Participants	4,778	541,995
Participation Rate	17.4%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$18,437,258	\$1,000,000,000
Grant Amount (Preliminary Data)	\$5,580,311	\$ 746,195,829
% of Allocation	30.3%	74.6%

TENNESSEE

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	FY 93	FY 93
Total Collections (in millions)	\$116.2	\$8,907.3
AFDC/FC Collections (in millions)	\$33.4	\$2,416.3
NAFDC Collections (in millions)	\$82.7	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expends.	\$5.42	\$3.97
Percentage Change in Total Real Collections since 1992	36.9%	11.8%
Total IV-D Caseload	516,640	17,110,468
Percent of IV-D Cases with Collections	10.9%	18.2%
Percent of IV-D Cases with Orders	49.5%	55.4%
Average Collection from Cases with Collections	\$2,056	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	11,463	554,205
Percent of Paternities to Out-of-Wedlock Births	24,026	1,213,769
	47.7%	45.7%

TENNESSEE

FOSTER CARE

	FY 1993	FY 1994	U.S.
# Title IV-E Foster Care Children		(1st 3 qrs.)	
Total Foster Care Children		Not Available	
Title IV-E Foster Care \$	15.77 (in millions)	(Estimated)	
Title IV-B FP/FS Services in \$		1.3 (in millions)	

TENNESSEE

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	8,440*	755,000*
\$ Grant (in thousands)	\$17,521	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

TENNESSEE

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$58,590	\$3,325,728
ENROLLMENT	14,380	740,465
% ELIGIBLE	36%	38
# GRANTEES	23	1,405

TENNESSEE

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412

TENNESSEE

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
1,077	658,521	874

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congressman Robert Matsui was first elected to the House in 1978. He is a skilled fundraiser who has considered seeking higher offices, including Alan Cranston's U.S. Senate seat, as well as the California governorship.

With seven terms on the House Ways and Means Committee, Congressman Matsui combines a liberal approach to tax policy with a strong interest in protecting California businesses. In the 103rd Congress, he briefly served as the Acting Chairman of the Ways and Means Subcommittee on Human Resources. He also served as Acting Chairman of the Ways and Means Subcommittee on Trade, where he will remain a member of the Subcommittee for the 104th. He was appointed as the Ranking Minority for the Subcommittee on Oversight for the new Congress.

One of his greatest accomplishments in the House was on Japanese-American redress. He was one of the lead sponsors of the 1988 law which provided monetary compensation for every survivor of the interment camps and for so-called "voluntary evacuees."

HEALTH CARE REFORM ISSUES/PRIORITIES

Congressman Matsui supports phasing in coverage for pregnant women and children first. He introduced H.R. 727, the Children and Pregnant Women Health Insurance Act of 1993, to provide health insurance coverage for pregnant women and children through employment and State based insurance plans. During the health care debate, Congressman Matsui worked closely with the Administration to enact the reform bill.

Congressman Robert Matsui (D-CA) 5th



Born:	9/17/41, Sacramento, CA
Education:	U of CA, Berkeley, A.B.; U of CA, Hastings College of Law, J.D.
Military:	None
Prev. Occup.:	Lawyer
Family:	Wife, Doris Okada; 1 child
Religion:	Methodist
Pol. Career:	Sacramento City Council, 1971-78
Elected:	1978
Residence:	Sacramento
Committees:	Ways and Means

WELFARE REFORM ISSUES/PRIORITIES

Congressman Matsui has been working on a welfare reform proposal with other progressive members of Congress which he plans to introduce soon. Generally, he is seeking an approach that is less punitive than the Administration's proposal. He does not believe that the debate over welfare reform is as simple as "two years and out."

He is concerned about children of recipients who will not or cannot comply with work requirements and as result are denied benefits.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Matsui introduced H.R. 727, the Children and Pregnant Women Health Insurance Act of 1993, to provide health insurance coverage for pregnant women and children through employment and State based insurance plans. He also introduced H.R. 728, the Social Security and SSI "AIDS" Disability Act of 1993, which would require inclusion of specific items of impairments for evaluating HIV infection in making determinations of disability under the Social Security Act.

In addition, Congressman Matsui has co-sponsored the following pieces of legislation: the Health Security Act (Gephardt, H.R. 3600); the Family and Medical Leave Act of 1993 (P.L. 103-3); the Gang Prevention and Youth Recreation Act of 1993, providing grants to cities to establish teen resources and education centers for at-risk youth (Waters, H.R. 1019); and the Hearing Loss Testing Act of 1993, which would have required hearing testing for all children born in the US (Walsh, H.R. 419). He also co-sponsored the Waxman's Minority Health Improvement Act (H.R. 3869).

102nd Congress:

Congressman Matsui introduced H.R. 3393, the Children and Pregnant Women Health Insurance Act of 1993, which would have provided health insurance coverage for pregnant women and children through employment and State based insurance plans. He co-sponsored legislation to reform the health insurance market to make products more affordable and portable (Rostenkowski, H.R. 3626).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	84	55	8	0
1991	-	80	0	-

* Formerly NTU

CALIFORNIA

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	31,211,000	257,908,000
Child Population (1990)	7,810,000	63,924,000
Percent of Population that are Children (< 18)	26.2%	25.7%
Per Capita Personal Income (1992)	\$21,278	\$19,841
Poverty Rate		
1992	15.8%	14.5%
1990	13.9%	13.5%
1983	14.9%	15.2%
1979	11.4%	11.7%
% Point Change in Rate (1979-1992)	4.4%	2.8%
Unemployment Rate (1992)	9.1%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	25.7%	20.8%
FMAP	50%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$6,393,441,000	\$25,372,883,000
Benefit Payments	\$5,897,367,000	\$22,553,082,000
Administrative Expenditures	\$ 496,074,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$607	\$365
AFDC Benefits as % of 1993 Poverty Threshold	63.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$214	\$295
Combined Benefits--Jan. 1994	\$821	\$661
Combined as % of 1993 Poverty Threshold	86%	69%
% Change in AFDC Benefits Since 1992	-5.9	-1.3%
QC Error Rate (1991)	3.49	4.96

CALIFORNIA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

PROGRAM PARTICIPATION	FY 1993	
	STATE	U.S.
Average Monthly Caseload	839,000	4,981,301
Basic	718,000	4,612,000
UP	142,000	359,000
UP as % of Caseload	16.5%	7.3%
Average Number in AFDC Unit	2.9	2.9
% Caseload on More Than 2 Years	50.3%	46.5%
% Change in Caseload FY 1988-1992	37.8%	27.2%
AFDC Reciprocity Rate	8.1%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	34.2%	24.8%
Food Stamp Reciprocity Rate-FY 1992	8.29%	9.95%
% AFDC Cases Receiving Housing Subsidies	8.0%	11.3%
% AFDC Cases With Earned Income	7.5%	7.4%
Number of JOBS Participants	56,653	541,995
Participation Rate	9.9%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$156,787,273	\$1,000,000,000
Grant Amount (Preliminary Data)	\$96,809,104	\$ 746,195,829
% of Allocation	61.7%	74.6%

CALIFORNIA

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
Collections and Expenditures		
Total Collections (in millions)	\$736.9	\$8,907.3
AFDC/FC Collections (in millions)	\$335.2	\$2,416.3
NAFDC Collections (in millions)	\$401.6	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$2.54	\$3.97
Percentage Change in Total Real Collections since 1992	12.7%	11.8%
Total IV-D Caseload	1,833,853	17,110,468
Percent of IV-D Cases with Collections	12.5%	18.2%
Percent of IV-D Cases with Orders	43.9%	55.4%
Average Collection from Cases with Collections	\$3.223	\$2.855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	77,321 204,229	554,204 1,213,769
Percent of Paternities to Out-of-Wedlock Births	38%	46%

CALIFORNIA

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	48,526	51,000 (1st 3 qrs.)
Total Foster Care Children	90,311	Not Available
Title IV-E Foster Care \$ (in millions)	478.1	555.3 (Estimated)
Title IV-B FP/FS Services in \$		6.9 (in millions)

January 5, 1995

CALIFORNIA

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

	FY 1993	
	STATE	U.S.
Enrollment	39,989*	755,000*
\$ Grant (in thousands)	\$90,062	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

CALIFORNIA

HEAD START

	FY 1994	
	STATE	U.S.
FUNDING (in thousands)	\$371,132	\$3,325,728
ENROLLMENT	70,895	740,465
% ELIGIBLE	33	38
# GRANTEES	56	1,405

CALIFORNIA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
28	2,587,869	259	34,997,412

CALIFORNIA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/) \$	EMPLOYMENT SERVICES (c/)
31,355	55,903,960	5,532

- a/ Includes refugees, entrants, and Amerasian immigrants.
- b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.
- c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congresswoman Barbara Kennelly had been in the Congress less than a year when she won a seat on the powerful Ways and Means Committee. She was appointed to the Democratic Steering and Policy Committee in 1984. During the 100th Congress, she became an at-large member of the majority whip organization and was the first woman to serve on the Intelligence Committee as Chairwoman of the Subcommittee on Legislation. In the 104th Congress, Kennelly serves on the Ways and Means Committee. She is the second ranking Democratic member on both the Social Security and the Human Resources Subcommittees.

As one of her first accomplishments on the Committee on Ways and Means, she won passage of a law to encourage payment of child support. She is also considered an expert on the taxation of the insurance industry, and she has actively promoted legislation supporting the industry. In 1991, she introduced a health care reform plan which attempted to preserve private medical insurance but required standardization of coverage and universal coverage. She suggested paying for long-term care by allowing the elderly to insure their assets so they can retain them and still be eligible for Medicaid.

Congresswoman Kennelly's interests are varied. She was a lead sponsor of the successful Hate Crime Statistics Act of 1990. She worked hard on the 1988 welfare reform bill to strengthen its child support provisions. She introduced a bill as an alternative to the balanced budget amendment which would require the President and both Budget Committees to submit balanced budgets each year, but it failed by a vote of 199-220. In 1989, Congresswoman Kennelly made a run for the Democratic Caucus chair, but lost to Congressman Steny Hoyer. In 1993, she became the only woman in the Democratic Leadership by being chosen one of four deputy whips.

Congresswoman Kennelly won a position in the Democratic leadership of the 104th Congress by edging out (93-90) Congresswoman Louise Slaughter (D-NY) for the position of Vice-Chair of the Democratic Caucus.

Congresswoman

Barbara Kennelly (D-CT)

Democratic Caucus, Vice Chair



Born: 7/10/36,
Hartford, CT
Education: Trinity College (DC),
B.A.; Trinity College
(CT), M.A.
Military: None
Prev. Occup.: Public official
Family: Husband, James
Kennelly; 4 children
Religion: Roman Catholic
Pol. Career: Hartford Court of
Common Council,
1975-79; CT
Secretary of State,
1979-82
Elected: 1982
Residence: Hartford
Committees: 104th Congress:
Ways and Means

WELFARE REFORM ISSUES/PRIORITIES

Congresswoman Kennelly is sponsor of child support enforcement legislation which serve as a basis of the child support bill of the Congressional Caucus for Women's Issues. Staff has also expressed Congresswoman Kennelly's concerns regarding the family cap provision under the Administration welfare reform bill.

LEGISLATIVE INTERESTS

103rd Congress:

Congresswoman Kennelly sponsored the Long Term Care Act (H.R. 4516) and was a co-sponsor of the Child Support Responsibility Act of 1994 (Schroeder, H.R. 4570); the Family and Medical Leave Act of 1993 (P.L. 103-3); the National Institutes of Health Revitalization Act (Waxman, H.R. 4); the Dietary Supplement Health and Education Act (H.R. 1709, Richardson); and the Social Security Independent Agency and Program Improvements Act (Jacobs, H.R. 4277).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	91	92	4	0
1991	--	83	0	--

* Formerly NTU

POLITICAL PROFILE

Congressman William Coyne was elected to Congress in 1980. He was previously an accountant and a ten-year veteran of local politics. Congressman Coyne, who is single, still lives in the Pittsburgh house in which he was born.

A Democratic Party loyalist and member of the Ways and Means Committee since 1985, Congressman Coyne switched from the Health Subcommittee to the Trade Subcommittee during the 103rd Congress. He found that he could be more actively involved in issues related to his Pittsburgh district's steel industry. Congressman Coyne remains on the Ways and Means Committee for the 104th.

In Congress, Congressman Coyne has supported an extension of Clean Air Act compliance dates for the steel industry, promoted additional funds for unemployed workers, and proposed his own version of enterprise zone legislation. He sponsored legislation to require the Bureau of Labor Statistics to collect and report data on "discouraged" unemployed, because the unemployment rate understated the "problem of joblessness" in the United States.

Congressman Coyne has not faced serious opposition since he was elected, and has easily won reelection including the 1994 election.

As a member of the Ways and Means Health Subcommittee, Congressman Coyne has been particularly concerned about the effect of Medicare cuts on beneficiaries. He noticed that reductions in payment amounts for providers often resulted in higher payments for beneficiaries. In response to a specific Medicare problem in Pittsburgh, Congressman Coyne sponsored a bill to establish a demonstration project to pay for the services of technicians in home dialysis. Last year, he also supported equal Medicare pay for clinical psychologists and psychiatrists for the same services.

Congressman William Coyne (D-PA) 14th



Born: 9/24/36,
Pittsburgh, PA
Education: Robert Morris
College, B.A.
Military: Army, 1955-57
Prev. Occup.: Accountant
Family: Single
Religion: Roman Catholic
Pol. Career: PA House, 1971-73;
Pittsburgh City
Council, 1974-81;
sought Democratic
nomination for PA
Senate, 1972
Elected: 1980
Residence: Pittsburgh
Committees: Ways and Means,
Budget

HEALTH CARE REFORM ISSUES/PRIORITIES

Congressman Coyne has been active on health care issues, and is a former member of the Ways and Means Health Subcommittee, until he switched to the Trade Subcommittee. On health care reform, he was a co-sponsor of H.R. 1200, the single payer plan as well as the Medicare for All bill sponsored by Congressman Stark. Congressman Coyne is strong supporter of mental health and backs payments for non-physician providers. During health care reform, he inquired about the feasibility of funding biomedical research through a surcharge on premiums.

WELFARE REFORM ISSUES/PRIORITIES

According to his staff, Congressman Coyne has no particular concerns and would like to be helpful.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Coyne sponsored the Medicare Beneficiary Coinsurance Protection Act (H.R. 4216) and the Health Research Act (H.R. 4260). Coyne co-sponsored McDermott's American Health Security Act (H.R. 1200); the Family and Medical Leave Act (P.L. 103-3); the Social Security Independence and Program Improvement Act (Jacobs, H.R. 4277); and the Mediplan Health Care Act (Stark, H.R. 2610).

102nd Congress:

On health care reform, Congressman Coyne co-sponsored comprehensive reform measures introduced by Congressman Russo (H.R. 1300) and Congressman Stark (H.R. 5502).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	96	92	4	5
1991	-	83	0	-

* Formerly NTU

January 5, 1995

CONNECTICUT

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	3,277,000	257,908,000
Child Population (1990)	754,000	63,924,000
Percent of Population that are Children (< 18)	22.9%	25.7%
Per Capita Personal Income (1992)	\$26,979	\$19,841
Poverty Rate		
1992	9.4%	14.5%
1990	6.0%	13.5%
1983	8.7%	15.2%
1979	8.0%	11.7%
% Point Change in Rate (1979-1992)	1.4%	2.8%
Child Poverty Rate (1993) 5 to 17 years old	14.9%	
Unemployment Rate (1992)	7.5%	7.4%
FMAP	50.0%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$413,707,000	\$25,372,883,000
Benefit Payments	\$386,254,000	\$22,553,082,000
Administrative Expenditures	\$ 27,454	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$680	\$365
AFDC Benefits as % of 1993 Poverty Threshold	71.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$192	\$295
Combined Benefits--Jan. 1994	\$872	\$661
Combined as % of 1993 Poverty Threshold	91.0%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	2.74	4.96

January 5, 1995

CONNECTICUT (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	57,315	4,981,301
Basic	55,115	4,622,000
UP	2,200	359,000
UP as % of Caseload	3.8%	7.2%
Average Number in AFDC Unit	2.8	2.9
% Caseload on More Than 2 Years	48.0%	46.5%
% Change in Caseload FY 1988-1992	48.2%	27.2%
AFDC Reciprocity Rate	5.0%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	47.0%	24.8%
Food Stamp Reciprocity Rate- (all persons) FY 1992	6.16%	9.95%
% AFDC Cases Receiving Housing Subsidies	37.0%	21.3%
% AFDC Cases With Earned Income	5.9%	7.4%
Number of JOBS Participants	5,070	541,995
Participation Rate	16.3%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$12,137,263	\$1,000,000,000
Grant Amount (Preliminary Data)	\$ 6,135,366	\$ 746,195,829
% of Allocation	50.5%	74.6%

CONNECTICUT

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	FY 93	FY 93
Total Collections (in millions)	\$93.4	\$8,907.3
AFDC/FC Collections (in millions)	\$41.3	\$2,416.3
NAFDC Collections (in millions)	\$52.2	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$3.19	\$3.97
Percentage Change in Total Real Collections since 1992	11.0%	11.8%
Total IV-D Caseload	181,309	17,110,468
Percent of IV-D Cases with Collections	17.9%	18.2%
Percent of IV-D Cases with Orders	66.1%	55.4%
Average Collection from Cases with Collections	\$2,879	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source: NCHS)	5,368 13,581	554,205 1,213,769
Percent of Paternities to Out-of-Wedlock Births	39.5%	45.7%

CONNECTICUT

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	1,482	(1st 3 qrs.)
Total Foster Care Children	4,410	Not Available
Title IV-E Foster Care \$ (in millions)	15.9	(Estimated)
Title IV-B FP/FS Services in \$ (in thousands)		444.3

CONNECTICUT

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

FY 1993		
	State	U.S.
Enrollment	12,465*	755,000*
\$ Grant (in thousands)	\$5,994	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

CONNECTICUT

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$26,053	\$3,325,728
ENROLLMENT	5,660	740,465
% ELIGIBLE	42%	38
# GRANTEES	17	1,405

CONNECTICUT

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
4	378,239	259	34,997,412

CONNECTICUT

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
1,018	\$1,893,624	399

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

A former labor leader who represents a district dominated by auto industry workers, Congressman Levin's primary legislative interest is international trade. He continues to serve on the Human Resources Subcommittee of the Ways and Means Committee in the 104th Congress.

A strong party loyalist, Congressman Levin was appointed to Ways and Means in 1988. He has used the seat largely to pursue his interests on trade. First elected in 1982, he has won each reelection with over 70 percent of the vote, except for the 1994 election where he only won with 52 percent.

HEALTH CARE REFORM ISSUES/PRIORITIES

Congressman Levin as a co-sponsor of the President's Health Security Act. He was an important participant in drafting H.R. 5502, the Stark-Gephardt Democrat compromise proposal in the 102nd. Congressman Levin was one of the last defenders of the 1988 Medicare catastrophic health insurance legislation prior to its repeal. In support of the large teaching hospitals in his district, he is a strong defender of Medicare payments to hospitals, particularly defending indirect medical education (IME) payments to teaching hospitals.

Congressman Levin is interested in combining managed competition with global budgets. He feels strongly that we need to eliminate waste, fraud and abuse in the system before generating revenues from the public. He is also concerned about reductions in GME to the extent it could hurt teaching hospitals.

Congressman Sander Levin (D-MI) 12th



Born:	9/8/31; Detroit, MI
Education:	U. of Chicago, B.A.; Columbia U., M.A.; Harvard U., LL.B.
Military:	None
Prev. Occup.:	Lawyer
Family:	Wife, Victoria Schlafer; 4 children
Religion:	Jewish
Pol. Career:	MI Senate, 1965-71; Democratic nominee for governor, 1970, 1974
Elected:	1982
Residence:	Southfield
Committees:	Ways and Means

WELFARE REFORM ISSUES/PRIORITIES

When Congressman Levin arrived on Ways and Means, he proposed welfare reform legislation, which he co-sponsored with Senator Moynihan of New York. His bill would have required states to establish work training and education for AFDC recipients and provide services to help those trying to become self-sufficient.

Congressman Levin and his staff have expressed concerns with the Administration's welfare reform legislation including time limits and the phase-in strategy. Representative Levin introduced legislation in the 103rd to require child support enforcement agencies to report the status of payments to credit bureaus.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Levin introduced legislation to require child support enforcement agencies to report the status of payments to credit bureaus. He also sponsored the Medicare Cancer Coverage Improvement Act (H.R. 1787). He was a co-sponsor of the Health Security Plan (Gephardt, H.R. 3600) and the Family and Medical Leave Act (P.L. 103-3).

102nd Congress:

Congressman Levin co-sponsored Stark's comprehensive reform legislation (H.R. 5502).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	96	83	4	0
1991	-	100	0	-

* Formerly NTU

January 5, 1995

MICHIGAN

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	9,478,000	257,908,000
Child Population (1990)	2,468,000	63,924,000
Percent of Population that are Children (< 18)	26.6%	25.7%
Per Capita Personal Income (1992)	\$19,508	\$19,841
Poverty Rate		
1992	13.5%	14.5%
1990	14.3%	13.5%
1983	16.8%	15.2%
1979	10.4%	11.7%
% Point Change in Rate (1979-1992)	3.1%	2.8%
Unemployment Rate (1992)	8.8%	7.4%
Child Poverty Rate (1993) 5 to 17 years old	24.3%	20.8%
FMAP	55.84%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$1,362,774,000	\$25,372,883,000
Benefit Payments	\$ 1,192,105,000	\$22,553,082,000
Administrative Expenditures	\$ 170,669,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$459	\$365
AFDC Benefits as % of 1993 Poverty Threshold	48.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$258	\$295
Combined Benefits--Jan. 1994	\$717	\$661
Combined as % of 1993 Poverty Threshold	75%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	4.14	4.96

January 5, 1995

MICHIGAN (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

PROGRAM PARTICIPATION	FY 1993	
	STATE	U.S.
Average Monthly Caseload	229,585	4,981,301
Basic	198,000	4,622,000
UP	31,585	359,000
UP as % of Caseload	13.8%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	61.3%	46.5%
% Change in Caseload FY 1988-1992	5.8%	27.2%
AFDC Reciprocity Rate	7.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	4.4%	24.8%
Food Stamp Reciprocity Rate-FY 1992	10.53%	9.95%
% AFDC Cases Receiving Housing Subsidies	9.6%	21.3%
% AFDC Cases With Earned Income	13.2%	7.4%
Number of JOBS Participants	47,458	541,995
Participation Rate	20.1%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$35,385,491	\$1,000,000,000
Grant Amount (Preliminary Data)	\$35,196,957	\$ 746,195,829
% of Allocation	63.6%	74.6%

MICHIGAN

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
Collections and Expenditures		
Total Collections (in millions)	\$859.5	\$8,907.3
AFDC/FC Collections (in millions)	\$169.3	\$2,416.3
NAFDC Collections (in millions)	\$690.2	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$8.29	\$3.97
Percentage Change in Total Real Collections since 1992	9.8%	11.8%
Total IV-D Caseload	1,241,644	17,110,468
Percent of IV-D Cases with Collections	17.5%	18.2%
Percent of IV-D Cases with Orders	46.9%	55.4%
Average Collection from Cases with Collections	\$3,951	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991	28,076	554,204
(Source:NCHS)	40,941	1,213,769
Percent of Paternities to Out-of-Wedlock Births	69%	46%

MICHIGAN

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	8,672	8,300 (1st 3 qrs.)
Total Foster Care Children	10,473	Not Available
Title IV-E Foster Care \$ (in millions)	103.3	111.6 (Estimated)
Title IV-B FP/FS Services in \$		2.3 (in millions)

MICHIGAN

CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)

FY 1993		
	State	U.S.
Enrollment	23,554*	755,000*
‡ Grant (in thousands)	\$24,658	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MICHIGAN

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$126,644	\$3,325,728
ENROLLMENT	30,695	740,465
% ELIGIBLE	42	38
# GRANTEES	32	1,405

**MICHIGAN
NATIVE AMERICAN PROGRAM**

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
11	926,272	259	34,997,412

**MICHIGAN
REFUGEE AND RESETTLEMENT PROGRAM**

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
2,245	\$4,962,625	2,272

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congressman Benjamin Cardin was elected to Congress in 1986 after serving in the Maryland State Legislature for 20 years. He served his last eight years as Speaker.

Congressman Cardin was only 23 years old when he was elected to the Maryland General Assembly. At the age of 35, he became the Speaker of the Maryland House, the youngest Speaker in the State's history.

Representative Cardin's understanding of the legislative process and his willingness to help the Democratic leadership were soon noticed by senior members, who rewarded him with a regional whip post. Although he sought a place on the Ways and Means Committee as a freshman, he was appointed to the Public Works Committee, where he was successful in obtaining funding for projects in Maryland.

Congressman Cardin was appointed to the Committee on Ways and Means in his third year. He has joined the Committee's bloc of younger, more liberal members who believe that the Federal tax structure has become regressive. He also opposed a cut in capital gains taxes that would primarily benefit the wealthy.

On the Ways and Means Committee, Congressman Cardin became a member of the Health Subcommittee, where he has supported the party positions on the Medicare and Social Security Subcommittee. He remains on the Health Subcommittee in the 104th Congress. He has a new appointment to the Oversight Subcommittee. He no longer serves on the abolished House Administration Committee and members have not yet been named to the Committee on Standards of Official Conduct, on which Congressman Cardin served on in the 103rd.

Congressman Benjamin Cardin (D-MD) 3rd



Born:	10/5/43, Baltimore, MD
Education:	U. of Pittsburgh, B.A.; U of MD, LL.B
Military:	None
Prev. Occup:	Lawyer
Family:	Wife, Myra Edelman; 2 children
Religion:	Jewish
Pol. Career:	MD House, 1967-87; Speaker, 1979-87
Elected:	1986
Residence:	Baltimore
Committees:	Ways and Means, House Administration, Standards of Official Conduct

HEALTH CARE REFORM ISSUES/PRIORITIES

On health care reform, the Congressman strongly advocates an all-payer rate setting system, much like the one he helped to create in Maryland. He introduced his own health care reform bill in the 103rd, which would have permitted individuals to buy into Medicare. This approach was adopted by the Ways and Means Committee as Medicare Part C. He was also an active participant in drafting H.R. 5502, the Stark-Gephardt Democratic compromise bill. Congressman Cardin was a co-sponsor of the Health Security Act.

Congressman Cardin is also interested in primary care training. He wants states to have flexibility in maintaining or developing programs to ensure access to services.

WELFARE REFORM ISSUES/PRIORITIES

Congressman Cardin has expressed his interest in issues of state flexibility, administrative simplification, and the way these issues fit in with state programs. He is concerned about time limits and performance standards.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Cardin sponsored a Medicare bill that would impose standards relating to the prevention of fraud and abuse on suppliers of durable medical equipment under Part B of Medicare (H.R. 942).

Congressman Cardin was a co-sponsor of the Health Security Act (Gephardt, H.R. 3600). He also cosponsored the Family and Medical Leave Act (P.L. 103-3) and Stark's National Health Care Anti-Fraud and Abuse Act (H.R. 1255).

102nd Congress:

Congressman Cardin introduced legislation to require employers to provide health insurance for their employees (H.R. 4889). He co-sponsored Congressman Stark's universal access legislation (H.R. 5502).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	96	83	4	10
1991	-	92	0	-

* Formerly NTU

January 5, 1995

MARYLAND

DEMOGRAPHICS

	STATE	U.S.	Rank
Population (1993)	4,965,000	257,908,000	
Child Population (1990)	1,168,000	63,924,000	
Percent of Population that are Children (<18)	24.4	25.7%	
Per Capita Personal Income (1992)	\$22,974	\$19,841	
Poverty Rate			
1992	11.6%	14.5%	
1990	9.9%	13.5%	
1983	8.6%	15.2%	
1979	9.8%	11.7%	
% Point Change in Rate (1979-1992)	1.8%	2.8%	
Child Poverty Rate (1993) 5 to 17 years old	13.4%		
Unemployment Rate (1992)	6.6%	7.4%	
FMAP	50.0%	55%	

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$380,346,000	\$25,372,883,000
Benefit Payments	\$316,544,000	\$22,553,082,000
Administrative Expenditures	\$ 63,802,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$366	\$365
AFDC Benefits as % of 1993 Poverty Threshold	38.0%	38.0%
Food Stamp Benefit-Jan. 1994	\$295	\$295
Combined Benefits-Jan. 1994	\$661	\$661
Combined as % of 1993 Poverty Threshold	69.0%	69%
% Change in AFDC Benefits Since 1992	-2.9%	-1.3%
QC Error Rate (1991)	6.88%	4.9%

January 5, 1995

MARYLAND (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	80,199	4,981,301
Basic	79,232	4,622,000
UP	967	359,000
UP as % of Caseload	1.2%	7.2%
Average Number in AFDC Unit	2.7	2.9
% Caseload on More Than 2 Years	46.0%	46.5%
% Change in Caseload FY 1988-1992	26.0%	27.2%
AFDC Reciprocity Rate	4.4%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	25.9%	24.8%
Food Stamp Reciprocity Rate (all persons)-FY 1992	6.99%	9.95%
% AFDC Cases Receiving Housing Subsidies	24.6%	21.3%
% AFDC Cases With Earned Income	4.0%	7.4%
Number of JOBS Participants	7,457	541,995
Participation Rate	15.2%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$16,682,490	\$1,000,000,000
Grant Amount (Preliminary Data)	\$14,069,669	\$ 746,195,829
% of Allocation	84.3%	74.6%

MARYLAND

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	FY 93	FY 93
	\$219.1	\$8,907.3
Total Collections (in millions)	\$51.3	\$2,416.3
AFDC/FC Collections (in millions)	\$167.8	\$6,491.1
NAFDC Collections (in millions)		
Child Support Collections per Dollar of Total Admin. Expend.	\$4.56	\$3.97
Percentage Change in Total Real Collections since 1992	12.9%	11.8%
	313,088	17,110,468
Total IV-D Caseload		
Percent of IV-D Cases with Collections	24.4%	18.2%
	77.0%	55.4%
Percent of IV-D Cases with Orders		
Average Collection from Cases with Collections	\$2,863	\$2,855
	9,993	554,205
Total Number of Paternities Established		
Out-of-Wedlock Births-1991 (Source:NCHS)	24,292	1,213,769
Percent of Paternities to Out-of-Wedlock Births	41.1%	45.7%

MARYLAND

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	3,073	(1st 3 qrs.)
Total Foster Care Children	6,446	Not Available
Title IV-E Foster Care \$ (in millions)	44.60	(Estimated)
Title IV-B FP/FS Services in \$		760.9 (in thou)

MARYLAND

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	2,507*	755,000*
\$ Grant (in thousands)	\$10,339	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MARYLAND

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$38,798	\$3,325,728
ENROLLMENT	8,509	740,465
% ELIGIBLE	40%	38
# GRANTEES	15	1,405

MARYLAND

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
1	65,000	259	34,997,412

MARYLAND

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
2,365	2,511,478	1,603

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congressman Jim McDermott began his political career in the Washington State House in 1971, served in the State Senate from 1975-80, and ran three times unsuccessfully for the governor's office. In 1988, Congressman McDermott gave up a three year Foreign Service commitment as a psychiatrist in Zaire to run for the U.S. House of Representatives' seat.

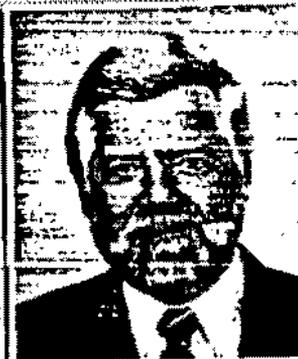
Congressman McDermott is keenly interested in establishing national health insurance and has been a key advocate on AIDS issues. In the latter arena, he was instrumental in authorizing \$150 million for housing assistance for people with AIDS. In the 104th Congress, Congressman McDermott will serve on the Ways and Means Subcommittees on Health and Oversight.

HEALTH CARE REFORM ISSUES / PRIORITIES

As a member of the Ways and Means Health Subcommittee and a physician (psychiatrist), Congressman McDermott is perhaps the most knowledgeable and active Member on health care reform. He strongly supported a single payer approach, and was the House leader of the single payer forces. During the Ways and Means deliberations on health care reform, Congressmen Kleczka and Lewis of Ways and Means worked closely with Congressman McDermott.

Congressman McDermott has traveled all over the country to build a national constituency for single payer health reform. In California, with his encouragement, more than a million voters forced a single payer initiative onto the November ballot. Congressman McDermott holds a commanding bloc of Democratic votes that are likely to influence the shape of health care reform in the House.

Representative Jim McDermott (D-WA)



Born: 12/28/36,
Chicago, IL
Education: Wheaton College,
B.S.; U of IL, M.D.
Military: Navy Medical Corps,
1968-70
Prev. Occup: Psychiatrist
Family: Divorced; 2 children
Religion: Episcopalian
Pol. Career: WA House, 1971-73;
WA Senate, 1975-
87; sought
Democratic
nomination for
governor, 1972-84;
Democratic nominee
for governor, 1980
Elected: 1988
Residence: Seattle
Committees: 103rd Congress:
Ways and Means,
District of Columbia;
Standards of Official
Conduct.
104th Congress:
Ways and Means

During the Ways and Means mark up of health care reform, Congressman McDermott sponsored, and passed, a long term care amendment to designate a state agency to manage and coordinate benefits under the new long term care program. Congressman McDermott's single payer bill was defeated in committee by a vote of 9-29. Congressman McDermott was one of four Democrats to vote against final passage of the Chairman's mark.

WELFARE REFORM ISSUES/PRIORITIES

Congressman McDermott's staff indicate that he recognizes there is a problem with the current welfare system, but he does not want the reforms to make the present system worse. He staunchly opposes the family cap. He is concerned about the harm to children and families; two year time limit; child care for recipients and the working poor; the SSI financing proposal; extreme state flexibility; and the implementation of welfare reform under future Administrations.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman McDermott sponsored the American Health Security Act (H.R. 1200) and the Women's Violence Related Injury Reduction Act (H.R. 1829). He was a co-sponsor of the Family and Medical Leave Act of 1993, (PL# 103-3); the Miscellaneous and Technical Medicare Amendments of 1993, (Rostenkowski, H.R. 21); the National Domestic Violence Hotline Act of 1993, (Morella, H.R. 522); the Comprehensive Child Immunization Act, (Waxman, H.R. 1640); and the Preventing Our Kids from Inhaling Deadly Smoke (PRO-KIDS) Act of 1993, (Durbin, H.R. 710).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	100	83	0	5
1991	--	83	0	--

* Formerly NTU

January 5, 1995

WASHINGTON

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	5,255,000	257,908,000
Child Population (1990)	1,267,000	63,924,000
Percent of Population that are Children (<18)	26.0	25.7%
Per Capita Personal Income (1992)	\$20,398	\$19,841
Poverty Rate		
1992	11.0%	14.5%
1990	8.9%	13.5%
1983	10.8%	15.3%
1979	9.8%	11.7%
% Point Change in Rate (1992-1979)	1.2	2.8%
Child Poverty Rate (1993) 5 to 17 years old	12.3%	
Unemployment Rate (1992)	7.5%	7.4%
FMAP	55.02%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$669,460,000	\$25,372,883,000
Benefit Payments	\$602,391,000	\$22,553,082,000
Administrative Expenditures	\$ 67,068,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$546	\$365
AFDC Benefits as % of 1993 Poverty Threshold	57.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$258	\$295
Combined Benefits--Jan. 1994	\$804	\$661
Combined as % of 1993 Poverty Threshold	84.0%	69%
% Change in AFDC Benefits Since 1992	2.8%	-1.3%
QC Error Rate (1991)	5.83%	4.96

January 5, 1995

WASHINGTON (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>PROGRAM PARTICIPATION</u>	STATE	U.S.
Average Monthly Caseload	101,310	4,981,301
Basic	85,259	4,622,000
UP	16,051	359,000
UP as % of Caseload	15.8%	7.2%
Average Number in AFDC Unit	2.8	2.9
% Caseload on More Than 2 Years	41.6%	46.3%
% Change in Caseload FY 1988-1992	27.6%	27.2%
AFDC Reciprocity Rate	5.5%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	29.3	24.8%
Food Stamp Reciprocity Rate-FY 1993	87.3%	87.3%
% AFDC Cases Receiving Housing Subsidies	21.8%	21.3%
% AFDC Cases With Earned Income	9.1%	7.4%
Number of JOBS Participants	19,013	541,995
Participation Rate	34.7%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$23,879,456	\$1,000,000,000
Grant Amount (Preliminary Data)	\$19,905,000	\$ 746,195,829
% of Allocation	83.4%	74.6%

WASHINGTON

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$307.3	\$8,907.3
AFDC/FC Collections (in millions)	\$100.3	\$2,416.3
NAFDC Collections (in millions)	\$206.9	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$3.42	\$3.97
Percentage Change in Total Real Collections since 1992	14.9%	11.8%
Total IV-D Caseload	308,092	17,110,468
Percent of IV-D Cases with Collections	34.3%	18.2%
Percent of IV-D Cases with Orders	76.8%	55.4%
Average Collection from Cases with Collections	\$2,904	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	12,539 19,861	554,205 1,213,769
Percent of Paternities to Out-of-Wedlock Births	63.1%	45.7%

WASHINGTON

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	2,484	(1st 3 qrs.)
Total Foster Care Children	8,835	Not Available
Title IV-E Foster Care \$ (in millions)	19.89	(Estimated)
Title IV-B FP/FS Services in \$		938.6 (in thou)

WASHINGTON

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	37,809*	755,000*
\$ Grant (in thousands)	\$12,974	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

WASHINGTON

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$45,958	\$3,325,728
ENROLLMENT	8,260	740,465
% ELIGIBLE	27	38
# GRANTEES	26	1,405

WASHINGTON

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
44	6,222,853	259	34,997,412

WASHINGTON

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
5,730	11,383,013	4,756

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

First elected to the Wisconsin State Assembly at the age of 24, Congressman Gerald Kleczka has had a long career in politics. He served 11 years in the State House and was elected to the U.S. House of Representatives in 1984.

Congressman Kleczka comes from a largely Polish district from the southside of Milwaukee. Viewed as loyal to the Democratic leadership, he is known also as a tough, combative politician.

Much of his past legislative agenda has been on banking and savings and loan issues. In the social issues arena, Congressman Kleczka had been a consistent vote against abortion rights until the 1989 Supreme Court Webster ruling, when he provided the swing vote allowing federal funding of abortions in cases of rape and incest.

WELFARE REFORM ISSUES/PRIORITIES

As a member of the Subcommittees on Health and Oversight, Congressman Kleczka did not focus on the Administration's welfare reform proposal. According to staff, he supports time-limited welfare as long as adequate support services are provided.

HEALTH CARE REFORM ISSUES / PRIORITIES

As a member of the Ways and Means Health Subcommittee, Congressman Kleczka was one of the most active and knowledgeable Members on health care reform. He, along with Congressmen McDermott and Lewis, strongly supported a single payer approach. Congressman Kleczka is a co-sponsor of Congressman McDermott's American Health Security Act (H.R. 1200).

Representative Gerald Kleczka (D-WI)



Born: 11/26/43,
Milwaukee, WI
Education: Attended U. of
Wisconsin
Military: WI Air National
Guard, 1963-69
Prev. Occup.: Accountant
Family: Wife, Bonnie Scott
Religion: Roman Catholic
Pol. Career: WI Assembly, 1969-
73; WI Senate,
1975-84
Elected: 1984
Residence: Milwaukee
Committees: 103rd Congress:
Ways and Means,
House Administration
104th Congress:
Ways and Means

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Kleczka sponsored the Designation of National Health Care Quality Week (H.J.Res. 260). Congressman Kleczka cosponsored the Family and Medical Leave Act (P.L. 103-3); H.R. 21, the Miscellaneous and Technical Medicare Amendments of 1993; the Monthly Reporting of Child Support Obligation Act (H.R. 4677, Levin); and the Gift of Life Congressional Medal Act of 1993, a measure that would establish a congressional commemorative medal for organ donors and their families (Stark, H.R. 1012).

102nd Congress:

Congressman Kleczka co-sponsored legislation to establish a single-payer health care system (Russo, H.R. 1300).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	91	82	4	0
1991	--	91	0	--

* Formerly NTU

January 5, 1995

WISCONSIN

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	5,038,000	257,908,000
Child Population (1990)	1,392,000	63,924,000
Percent of Population that are Children (<18)	26.4%	25.7%
Per Capita Personal Income (1992)	\$18,727	\$19,841
Poverty Rate		
1992	10.8%	14.5%
1990	9.3%	13.5%
1983	10.6%	15.2%
1979	8.7%	11.7%
% Point Change in Rate (1979-1992)	2.1%	2.8%
Child Poverty Rate (1993) 5 to 17 years old	16.0%	
Unemployment Rate (1992)	5.1%	7.4%
FMAP	60.42%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$485,083,000	\$25,372,883,000
Benefit Payments	\$441,615,000	\$22,553,082,000
Administrative Expenditures	\$ 43,388,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$517	\$365
AFDC Benefits as % of 1993 Poverty Threshold	54.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$ 241	\$ 295
Combined Benefits--Jan. 1994	\$ 758	\$ 661
Combined as % of 1993 Poverty Threshold	79.0%	69.0%
% Change in AFDC Benefits Since 1992	0	1.3%
QC Error Rate (1991)	4.77	4.96

January 5, 1995

WISCONSIN (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	79,989	4,981,301
Basic	71,994	4,622,000
UP	7,995	359,000
UP as % of Caseload	9.9%	7.2%
Average Number in AFDC Unit	3.0	2.9
% Caseload on More Than 2 Years	42.4	46.5
% Change in Caseload FY 1992-1988	0.7	27.2
AFDC Reciprocity Rate	4.7	5.4
% Change in AFDC Reciprocity FY 1992-1988	-9.5	24.8
Food Stamp Reciprocity Rate-FY 1992	86.6%	87.3%
% AFDC Cases Receiving Housing Subsidies	17.8%	21.3%
% AFDC Cases With Earned Income	16.1%	7.4%
Number of JOBS Participants	14,428	541,995
Participation Rate	30.9%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$20,412,651	\$1,000,000,000
Grant Amount (Preliminary Data)	\$20,412,651	\$ 746,195,829
% of Allocation	100.0%	74.6%

WISCONSIN

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	FY 93	FY 93
Total Collections (in millions)	\$332.8	\$8,907.3
AFDC/FC Collections (in millions)	\$65.4	\$2,416.3
NAFDC Collections (in millions)	\$267.4	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$7.15	\$3.97
Percentage Change in Total Real Collections since 1992	13.4%	11.8%
Total IV-D Caseload	339,159	17,110,468
Percent of IV-D Cases with Collections	33.2%	18.2%
Percent of IV-D Cases with Orders	56.9%	55.4%
Average Collection from Cases with Collections	\$2,514	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	17,678	554,205
Percent of Paternities to Out-of-Wedlock Births	18,235	1,213,769
	97.0%	45.7%

WISCONSIN

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	5,987	(1st 3 qrs.)
Total Foster Care Children	6,920	Not Available
Title IV-E Foster Care \$ (in millions)	42.58	(Estimated)
Title IV-B FP/FS Services in \$		822 (in thou)

WISCONSIN

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	5,671*	755,000*
\$ Grant (in thousands)	\$13,080	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

WISCONSIN

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$49,445	\$3,325,728
ENROLLMENT	11,953,260	740,465
% ELIGIBLE	37%	38
# GRANTEES	26	1,405

WISCONSIN

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
7	972,779	259	34,997,412

WISCONSIN

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
1,793	1,407,446	2,320

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

The son of a black sharecropper and the first in his family to finish high school, Congressman John Lewis is a celebrated leader of the Civil Rights movement. Having met and been influenced by Dr. Martin Luther King at the age of 18, Congressman Lewis organized the first lunch counter sit-in which occurred in Nashville, Tennessee. In May 1961, he was on the first of what came to be known as Freedom Rides -- riding buses as they were attacked and burned. In the 1970s, he headed the Voter Education Project in Atlanta, and he served as the Associate Director of ACTION under President Carter.

After serving four years in the Atlanta city council, Congressman Lewis fought a bitter campaign with his former ally, state Senator Julian Bond, for the U.S. House of Representatives seat vacated by Congressman Wyche Fowler in 1986. He won that seat, and subsequent House elections, with over 75 percent of the vote. During the 103rd Congress, Congressman Lewis was appointed a Chief Majority Whip. In the 104th Congress, he will continue to serve with Congressman David Bonior as a Chief Minority Whip and will sit on the Ways and Means Subcommittee on Health.

Congressman Lewis votes with the Democratic leadership on key issues, including cutting funds on the Strategic Defense Initiative, opposing death penalties for drug-related murders, and supporting the requirement for plant-closing notifications.

Representative John Lewis (D-GA)



Born:	2/21/40, Troy, AL
Education:	American Baptist Theological Seminary, B.A.; Fisk U.; B.A.
Military:	None
Prev. Occup.:	Civil rights activist
Family:	Wife, Lillian Miles; 1 child
Religion:	Baptist
Pol. Career:	Special election candidate for US House, 1977; Atlanta City Council, 1982-86
Elected:	1986
Residence:	Atlanta
Committees:	103rd Congress: Ways and Means; 104th Congress: Ways and Means

WELFARE REFORM ISSUES/PRIORITIES

Congressman Lewis strongly opposed the changes to the immigrant deeming rules. According to staff, Congressman Lewis had concerns with the structure of the WORK program, including the type of jobs available as WORK positions and the duration of the assignments.

HEALTH CARE REFORM ISSUES / PRIORITIES

As a member of the Ways and Means Health Subcommittee, Congressman Lewis was an active and knowledgeable Member on health care reform. He, along with Congressmen McDermott, strongly supported a single payer approach.

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Lewis was a co-sponsor of the following bills related to welfare reform: the Work-First Welfare Reform Act of 1994 (Lowey, H.R. 4126); the Secure Assurance for Families Everywhere (SAFE) Act (Woolsey, H.R. 4051); and the Job Start for America Act of 1994 (Mink, H.R. 4498).

Congressman Lewis has co-sponsored the Family and Medical Leave Act (P.L. 103-3); the Freedom of Choice Act (H.R. 25, Edwards); the American Health Security Act (H.R. 1200, McDermott); the Health Security Act (H.R. 3600, Gephardt); and the Minority Health Improvement Act (H.R. 3699, Stokes).

102nd Congress:

Congressman Lewis co-sponsored several comprehensive, universal access reform bills (Oakar, H.R. 8; Russo, H.R. 1300; Gibbons, H.R. 1777).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	100	92	0	5
1991	--	92	0	0

* Formerly NTU

January 5, 1995

GEORGIA

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	6,917,000	257,908,000
Child Population (1990)	1,737,000	63,924,000
Percent of Population that are Children (<18)	26.8	25.7%
Per Capita Personal Income (1992)	\$18,130	\$16,053
Poverty Rate		
1992	17.8	14.5%
1990	15.8	13.5%
1983	18.8	15.2%
1979	16.6	11.7%
% Point Change in Rate (1979-1992)	1.2	2.8%
Child Poverty Rate (1993) 5 to 17 years old	17.5%	
Unemployment Rate (1992)	6.9	
EMAP	62.08%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$489,177,000	\$25,372,883,000
Benefit Payments	\$433,929,000	\$22,553,082,000
Administrative Expenditures	\$ 55,248,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$280	\$365
AFDC Benefits as % of 1993 Poverty Threshold	29.0%	38.0%
Food Stamp Benefit-Jan. 1994	\$295	\$295
Combined Benefits-Jan. 1994	\$575	\$661
Combined as % of 1993 Poverty Threshold	60.0%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	3.37%	4.96%

January 5, 1995

GEORGIA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	141,279	4,981,301
Basic	140,260	4,622,000
UP	1,019	359,000
UP as % of Caseload	0.7%	7.2%
Average Number in AFDC Unit	2.8	2.9
% Caseload on More Than 2 Years	44.3%	46.5%
% Change in Caseload FY 1988-1992	54.8%	27.2%
AFDC Reciprocity Rate	5.0%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	54.5%	24.8%
Food Stamp Reciprocity Rate-FY 1993	85.9%	9.95%
% AFDC Cases Receiving Housing Subsidies	29.4%	21.3%
% AFDC Cases With Earned Income	7.6%	7.4%
Number of JOBS Participants	12,454	541,995
Participation Rate	18.3%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$25,862,150	\$1,000,000,000
Grant Amount (Preliminary Data)	\$14,788,997	\$ 746,195,829
% of Allocation	61.6%	74.6%

GEORGIA

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$205.6	\$8,907.3
AFDC/FC Collections (in millions)	\$84.6	\$2,416.3
NAFDC Collections (in millions)	\$120.9	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$4.47	\$3.97
Percentage Change in Total Real Collections since 1992	17.8%	11.8%
Total IV-D Caseload	478,116	17,110,468
Percent of IV-D Cases with Collections	16.9%	18.2%
Percent of IV-D Cases with Orders	49.7%	55.4%
Average Collection from Cases with Collections	\$2,540	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	29,329 38,116	554,205 1,213,769
Percent of Paternities to Out-of-Wedlock Births	77.0%	45.7%

GEORGIA

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	3,254	(1st 3 qrs.)
Total Foster Care Children	16,654	Not Available
Title IV-E Foster Care \$ (in millions)	24.5	(Estimated)
Title IV-B FP/FS Services in \$		1.6 (in millions)

GEORGIA

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	10,881*	755,000*
\$ Grant (in thousands)	\$25,037	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

GEORGIA

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$81,948	\$3,325,728
ENROLLMENT	19,445	740,465
% ELIGIBLE	36	38
# GRANTEES	28	1,405

GEORGIA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
1	65,000	259	34,997,412

GEORGIA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
3,128	3,196,350	4,267

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

Congressman L.F. Payne, a successful developer, was tapped, in 1988, to fill the seat vacated by the death of Congressman Dan Daniel. In the 104th Congress, he will serve on the Ways and Means Subcommittees on Social Security and Trade.

According to the Almanac of American Politics, Congressman Payne is considered a "progressive conservative," who balances being a conservative with traditional Democratic interests. For instance, he voted for using force against Iraq and for a constitutional ban on flag burning. However, Congressman Payne is a consistent supporter of both abortion rights and civil rights. He did vote against a minimum wage increase and the family and medical leave act.

WELFARE REFORM ISSUES/PRIORITIES

Congressman Payne was generally very supportive of the Administration's proposal. However, staff indicated that he has some problems with teen pregnancy prevention and the role of abortion.

HEALTH CARE REFORM ISSUES / PRIORITIES

During the health care reform debate, Congressman Payne strongly advocated reducing the tax on tobacco products from the level proposed by the President. In return for a reduced rate, he supported the Ways and Means health care reform bill, after he also cast a variety of votes during mark-up to make the bill more favorable to "managed competition" and less governmental in nature. Congressman Payne has 5000 tobacco farmers in his district, so his concerns about the tobacco tax, reductions in Graduate Medical Education and access to health care services in rural medically underserved areas will carry over into the new Congress.

Representative Lewis F. Payne (D-VA)



Born: 7/9/45, Amherst, VA
Education: VA Military Inst.,
B.S.; U of VA,
M.B.A.
Military: Army, 1968-70
Prev. Occup.: Developer;
businessman
Family: Wife, Susan King; 4
children
Religion: Presbyterian
Pol. Career: No previous office
Elected: 1988
Residence: Nellysford
Committees: 103rd Congress:
Ways and Means
104th Congress:
Ways and Means

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Payne has co-sponsored the Job Start for America Act of 1994 (Mink, H.R. 4498); the Independence for Families Act of 1994 (McCurdy, H.R. 4414); the Immunizations NOW Act (Byrne, H.R. 940); the Health Professional Shortage Area Act (Roberts, H.R. 1763); and the Rural Health Delivery Systems Development Act (Stenholm, H.R. 4555).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	43	50	32	30
1991	--	58	50	--

* Formerly NTU

January 5, 1995

VIRGINIA

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	6,491,000	257,908,000
Child Population (1990)	1,511,000	63,924,000
Percent of Population that are Children (<18)	24.4%	25.7%
Per Capita Personal Income (1992)	\$20,629	\$19,841
Poverty Rate		
1992	9.4%	14.5%
1990	11.1%	13.5%
1983	11.4%	15.2%
1979	11.8%	11.7%
% Point Change in Rate (1979-1992)	-2.4%	2.8%
Child Poverty Rate (1993) 5 to 17 years old	11.6%	
Unemployment Rate (1992)	6.4%	7.4%
FMAP	50.0%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
<u>FINANCIAL DATA</u>	STATE	U.S.
Total AFDC Expenditures	\$275,785,000	\$25,372,883,000
Benefit Payments	\$231,731,000	\$22,553,082,000
Administrative Expenditures	\$ 44,053,000	\$ 2,819,801,000
AFDC Grant (Mother-3 children-0 income)	\$354	\$365
AFDC Benefits as % of 1993 Poverty Threshold	37.0%	38.0%
Food Stamp Benefit—Jan. 1994	\$290	\$295
Combined Benefits—Jan. 1994	\$644	\$661
Combined as % of 1993 Poverty Threshold	67.0%	69%
% Change in AFDC Benefits Since 1992	0	-1.3%
QC Error Rate (1991)	3.39%	4.96

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VIRGINIA (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	73,650	4,981,361
Basic	72,883	4,622,000
UP	767	359,000
UP as % of Caseload	1.0%	7.2%
Average Number in AFDC Unit	2.7	2.9
% Caseload on More Than 2 Years	38.9%	46.5%
% Change in Caseload FY 1988-1992	29.1%	27.2%
AFDC Reciprocity Rate	3.8%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	30.3%	24.8%
Food Stamp Reciprocity Rate-FY 1992	7.76%	9.95%
% AFDC Cases Receiving Housing Subsidies	27.8%	21.3%
% AFDC Cases With Earned Income	5.2%	7.4%
Number of JOBS Participants	7,453	541,995
Participation Rate	18.9%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$13,612,407	\$1,000,000,000
Grant Amount (Preliminary Data)	\$9,096,134	\$ 746,195,829
% of Allocation	66.8%	74.6%

VIRGINIA

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
<u>Collections and Expenditures</u>	FY 93	FY 93
Total Collections (in millions)	\$151.9	\$8,907.3
AFDC/FC Collections (in millions)	\$39.6	\$2,416.3
NAFDC Collections (in millions)	\$112.3	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$3.09	\$3.97
Percentage Change in Total Real Collections since 1992	4.7%	11.8%
Total IV-D Caseload	325,114	17,110,468
Percent of IV-D Cases with Collections	22.4%	18.2%
Percent of IV-D Cases with Orders	61.0%	55.4%
Average Collection from Cases with Collections	\$2,084	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	21,506	554,205
Percent of Paternities to Out-of-Wedlock Births	79.3%	45.7%

VIRGINIA

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	1,778	(1st 3 qrs.)
Total Foster Care Children	6,168	Not Available
Title IV-E Foster Care \$ (in millions)	13.39	(Estimated)
Title IV-B FP/FS Services in \$		927.5 (in thou)

VIRGINIA

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	9,236*	755,000*
\$ Grant (in thousands)	\$14,844	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

VIRGINIA

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)		\$3,325,728
ENROLLMENT		740,465
% ELIGIBLE		38
# GRANTEES		1,405

VIRGINIA

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
1	110,000	259	34,997,412

VIRGINIA

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
2,249	5,015,092	2,237

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

POLITICAL PROFILE

A former city councilman and mayor of Springfield, Congressman Richard Neal was first elected to Congress in 1988, and spent a quiet first term on the Banking Committee. After surviving a strong challenge in 1990, Congressman Neal was appointed to the Ways and Means Committee, replacing retiring Massachusetts Member, Brian Donnelly. In the 104th Congress, Congressman Neal will serve on the Social Security and Trade Subcommittees.

Although Congressman Neal has usually supported the Democratic Leadership, he voted against the party position on several high profile issues. For example, he opposed Federal funding for abortions, even in cases of rape and incest. He voted against the 1989 congressional pay raise, and he opposed the 1990 budget summit agreement.

Congressman Neal's legislative activities have focused on banking issues, such as legislation to bail out insolvent savings and loan institutions and legislation to restructure the industry's deposit insurance system.

WELFARE REFORM ISSUES/PRIORITIES

Congressman Neal is generally supportive of the Administration's approach; particularly, the time limit and the work-for-wages WORK program.

HEALTH CARE REFORM ISSUES / PRIORITIES

Although Congressman Neal did not co-sponsor health care reform legislation, he worked positively to develop a bill in the Ways and Means Committee, and he supported the bill which the Ways and Means Committee reported. His chief concern was to protect small health insurance firms, which predominate in his district.

Representative Richard Neal (D-MA)



Born: 2/14/49,
Worcester, MA
Education: American
International College,
B.A.; U. of Hartford,
M.P.A.
Military: None
Prev. Occup.: Public official; college
lecturer
Family: Wife, Maureen
Conway; 4 children
Religion: Roman Catholic
Pol. Career: Springfield City
Council, 1978-84;
Mayor of Springfield,
1984-89
Elected: 1988
Residence: Springfield
Committees: 103rd Congress:
Ways and Means
104th Congress:
Ways and Means

LEGISLATIVE INTERESTS

103rd Congress:

Congressman Neal sponsored the Women's Health Services Act (H.R. 3202). Neal cosponsored the Family and Medical Leave Act (P.L. 103-3); the Violence Against Women Act (Schroeder, H.R. 1133); the Health Research Act (Coyne, H.R. 4260); and the Enterprise Zone Community Development Act of 1993 to provide tax incentives to encourage community development in enterprise zones (Rangel, H.R. 15).

GROUP RATINGS:

	ACLU	COPE	ACU	NTLC*
1992	91	92	0	0
1991	--	100	5	--

* Formerly NTU

January 5, 1995

MASSACHUSETTS

DEMOGRAPHICS

	STATE	U.S.
Population (1993)	6,012,000	257,908,000
Child Population (1990)	1,361,000	63,934,000
Percent of Population that are Children (< 18)	22.6%	25.7%
Per Capita Personal Income (1992)	\$24,059	\$19,841
Poverty Rate		
1992	10.0%	14.5%
1990	10.7%	13.5%
1983	7.7%	15.2%
1979	9.6%	11.7%
% Point Change in Rate (1979-1992)	0.4%	2.8%
Child Poverty Rate (1993) 5 to 17 years old		16.4%
Unemployment Rate (1992)	8.5%	7.4%
FMAP	50.0%	55%

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

	FY 1993	
	STATE	U.S.
FINANCIAL DATA		
Total AFDC Expenditures	\$816,996,000	\$25,372,883,000
Benefit Payments	\$750,300,000	\$22,553,082,000
Administrative Expenditures	\$66,696,000	\$ 2,819,801,000
AFDC Grant (Mother-2 children-0 income)	\$579	\$365
AFDC Benefits as % of 1993 Poverty Threshold	60.0%	38.0%
Food Stamp Benefit--Jan. 1994	\$222	\$295
Combined Benefits--Jan. 1994	\$801	\$661
Combined as % of 1993 Poverty Threshold	83.0%	69%
% Change in AFDC Benefits Since 1992	7.4%	-1.3%
QC Error Rate (1991)	3.99%	4.96%

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MASSACHUSETTS (continued)

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

<u>PROGRAM PARTICIPATION</u>	FY 1993	
	STATE	U.S.
Average Monthly Caseload	114,441	4,981,301
Basic	107,916	4,622,000
UP	6,525	359,000
UP as % of Caseload	5.7%	7.2%
Average Number in AFDC Unit	2.8	2.9
% Caseload on More Than 2 Years	46.1%	46.5%
% Change in Caseload FY 1988-1992	28.5%	27.2%
AFDC Reciprocity Rate	5.3%	5.4%
% Change in AFDC Reciprocity FY 1988-1992	32.0%	24.8%
Food Stamp Reciprocity Rate-FY 1992	39.2%	9.95%
% AFDC Cases Receiving Housing Subsidies	41.5%	21.3%
% AFDC Cases With Earned Income	4.0%	7.4%
Number of JOBS Participants	18,011	541,995
Participation Rate	16.2%	17.0%
UP Participation Rate	N/A	N/A
JOBS Allocation	\$24,364,561	\$1,000,000,000
Grant Amount (Preliminary Data)	\$21,104,422	\$ 746,195,829
% of Allocation	86.6%	74.6%

MASSACHUSETTS

CHILD SUPPORT ENFORCEMENT

	STATE	U.S.
	FY 93	FY 93
<u>Collections and Expenditures</u>		
Total Collections (in millions)	\$195.4	\$8,907.3
AFDC/FC Collections (in millions)	\$77.3	\$2,416.3
NAFDC Collections (in millions)	\$118.1	\$6,491.1
Child Support Collections per Dollar of Total Admin. Expend.	\$4.30	\$3.97
Percentage Change in Total Real Collections since 1992	5.6%	11.8%
Total IV-D Caseload	214,616	17,110,468
Percent of IV-D Cases with Collections	20.6%	18.2%
Percent of IV-D Cases with Orders	68.4%	55.4%
Average Collection from Cases with Collections	\$4,413	\$2,855
Total Number of Paternities Established Out-of-Wedlock Births-1991 (Source:NCHS)	6,234	554,205
Percent of Paternities to Out-of-Wedlock Births	22,873	1,213,769
	27.3%	45.7%

MASSACHUSETTS

FOSTER CARE

	FY 1993	FY 1994
# Title IV-E Foster Care Children	7,904	(1st 3 qrs.)
Total Foster Care Children	13,395	Not Available
Title IV-E Foster Care \$ (in millions)	57.40	(Estimated)
Title IV-B FP/FS Services in \$		960.8 (in thou)

MASSACHUSETTS

**CHILD CARE AND DEVELOPMENT BLOCK GRANT
(CCDBG)**

FY 1993		
	State	U.S.
Enrollment	2,117*	755,000*
\$ Grant (in thousands)	\$11,130	\$797,290

*These data should be viewed in light of the fact that States have considerable latitude in spending their CCDBG funds (e.g., they may concentrate their funds on relatively fewer children and families, spread their funds to serve more children and families and/or blend Federal funding streams). Additionally, States have three years in which to expend their CCDBG funds.

MASSACHUSETTS

HEAD START

FY 1994		
	State	U.S.
FUNDING (in thousands)	\$57,249	\$3,325,728
ENROLLMENT	10,794	740,465
% ELIGIBLE	36	38
# GRANTEES	31	1,405

MASSACHUSETTS

NATIVE AMERICAN PROGRAM

FY 1994			
STATE		U.S.	
NO. OF GRANTS	\$ AWARDED	NO. OF GRANTS	\$ AWARDED
0	0	259	34,997,412

MASSACHUSETTS

REFUGEE AND RESETTLEMENT PROGRAM

FY 1993		
ARRIVALS (a/)	OBLIGATIONS (b/)	EMPLOYMENT SERVICES (c/)
	\$	
3,534	9,163,403	2,492

a/ Includes refugees, entrants, and Amerasian immigrants.

b/ Includes (1) Social Services formula allocation, (2) Targeted Assistance formula allocation, and (3) Cash/Medical/Administration (CMA) funding for FY 1993. CMA includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses.

c/ Includes all refugees, entrants, and Amerasian immigrants enrolled in ORR-funded employment services in FY 1993.

Welfare Reform Working Group
Talking Points: **OVERALL PLAN**
REDRAFT: December 22, 1994

"I believe we must end welfare as we know it, because the current welfare system is a bad deal for the taxpayers who pay the bills and for the families who are trapped on it. The American people deserve a government that honors their values and spends their money judiciously, and a country that rewards people who work hard and play by the rules."
President Clinton, 12/8/94

The President's commitment to welfare reform is part of his longstanding commitment to the middle class values of work, responsibility and family. While governor of Arkansas, President Clinton worked closely with elected officials from both parties to pass the Family Support Act. As President, he has given more than 20 states the flexibility to reform welfare at the local level and introduced the most comprehensive welfare reform legislation ever proposed.

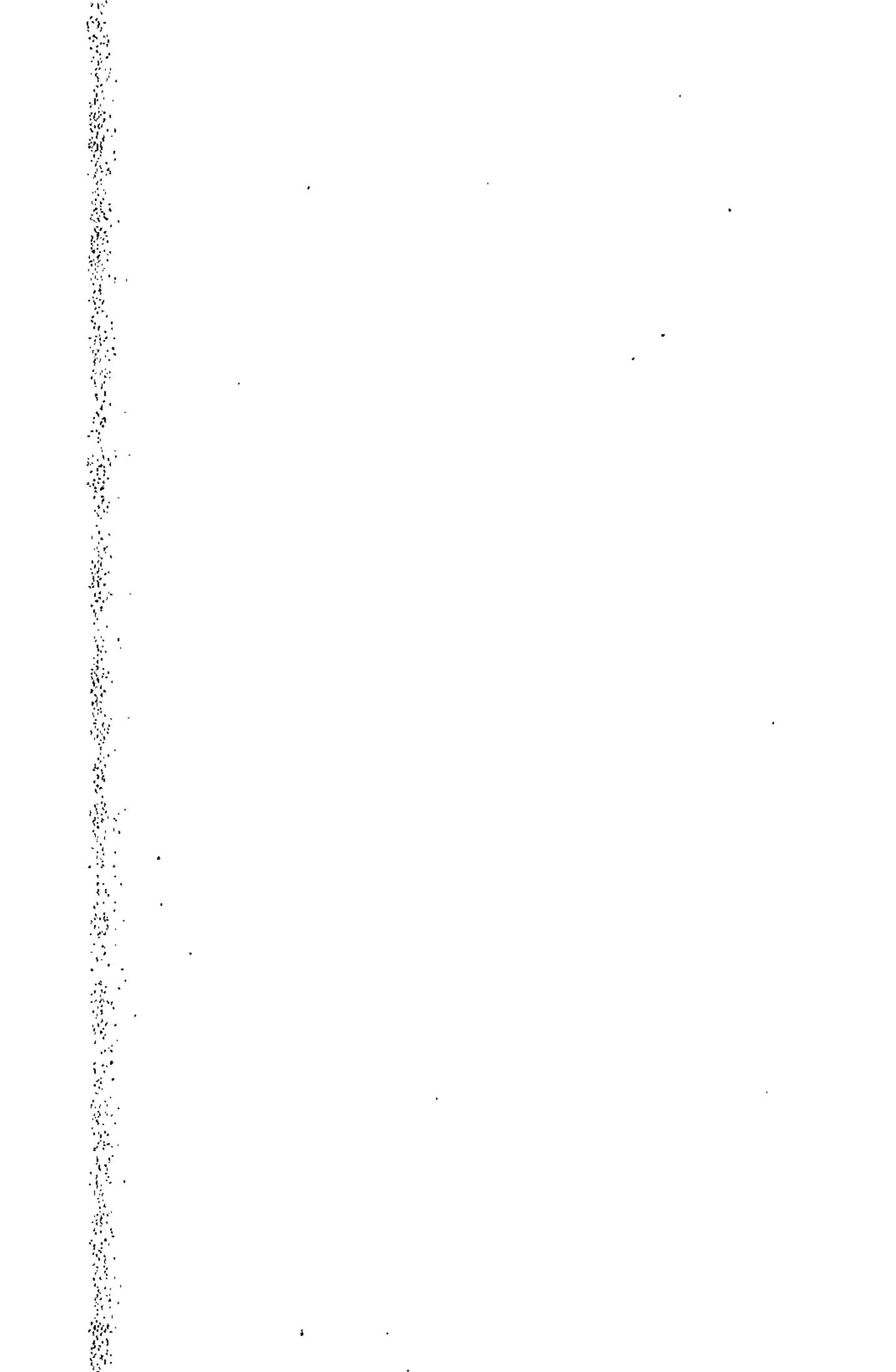
Now he's invited the country's bipartisan leadership to come together to forge a national consensus on welfare reform -- and restore American values to a badly broken welfare system. Americans have asked their elected officials to put aside politics as usual and begin earnest work to solve our nation's problems -- and welfare reform is at the top of our agenda. People want their leaders to stop the partisan bickering, come together, and roll up their sleeves and get to work.

The President is fighting to reward work and responsibility in every government program. The Earned Income Tax Credit had already been signed into law, cutting taxes for 15 million working Americans and creating an incentive to work and stay off welfare. As a next step, the Middle Class Bill of Rights will reduce taxes for millions more Americans who work hard to save money, raise their children and train for a better economic future. The welfare system, like the tax system, must be changed to reward work and responsibility.

Welfare reform must ensure that taxpayers' money is well spent. The federal government should help young mothers and their children escape welfare, but it shouldn't support long-term dependency. That is why the President would invest in education and training, not orphanages; devote more resources to child support enforcement, not less; put a two year time limit on welfare benefits; require work for those who are able to work; and mount a new effort to fight welfare fraud. The American people deserve a government that honors their values, spends their money wisely, and rewards people who work hard and play by the rules.

Welfare reform should give single parents a chance at the middle class. Work is still the best social program ever invented, and anyone who can work should do so. But if you're going to require work, there has to be a job there, along with the requirement that people on welfare will have to get off it and go to work after a specified period of time. There also has to be support for people who are working and raising their children - like education, training and child care.

Welfare reform must strengthen families, because there is no substitute for caring families when it comes to teaching children the value of work and responsibility. We need to launch a national campaign against teen pregnancy, and make it clear that no-one should get pregnant or father a child if they're not prepared to take responsibility for that child's future. Teenagers who do have a child must be required to live at home with their parents, finish high school, work and pay child support, but they must also get the help they need to become good role models for their children. Arbitrarily denying aid to young mothers and putting their children in orphanages will weaken families, not strengthen them.



SUMMARY OF THE PERSONAL
RESPONSIBILITY ACT (PRA)

PERSONAL RESPONSIBILITY ACT
House Republican Proposal to Congress

Summary of Provisions

TITLE I - REDUCING ILLEGITIMACY

Section 101 Reduction or denial of AFDC for certain children whose paternity is not established

Children for whom paternity has not been legally established would be ineligible for AFDC benefits but remain eligible for Medicaid benefits. This provision applies to all children of AFDC applicants. Exceptions would be made for children conceived as a result of rape or incest, or for cases where the State determines that efforts to establish paternity would result in physical danger to the relative claiming such aid.

If paternity of a dependent child has not been established, the mother and remaining children would receive AFDC benefits if the relative claiming such aid provides the names of not more than three individuals who may be the biological father. The relative must provide addresses of the individuals or if not known, addresses of immediate relatives.

Section 102 Teens Receiving AFDC Required to Live at Home

This provision is made a State requirement and the age requirement is changed to under age 19. The exceptions remain intact. This provision does not apply until after the effective date of October 1, 1995.

Section 104 Increase in paternity establishment percentage

The paternity establishment percentage for States is set at 90%. States above 50% but below 90% must increase by 6% per year, while States below 50% must increase by 10% per year to be in compliance.

Section 105 Denial of AFDC for certain children born out-of-wedlock

In cases where an unmarried mother gives birth before her 18th birthday, AFDC claims with respect to that child would be permanently denied. The mother and child could become eligible in the future only if the mother marries the biological father (as determined by the State) or she has legal custody of the child and marries an individual who legally adopts the child. The mother could become eligible by having another child after age 17. This section would not apply if the child's birth date and the most recent AFDC application date were before the Republican proposal's effective date, October 1, 1995. There are no exceptions to this policy, including cases of rape and incest.

Section 106 Denial of AFDC for additional children (mandatory family cap)

AFDC benefits must be denied to additional children born to families already receiving welfare or to additional children of families that received welfare at any time during the 10 month period ending with the birth of the child.

Section 107 State option to deny AFDC benefits to children born out-of-wedlock to individuals aged 18, 19, or 20, and to deny such benefits and housing benefits to such individuals

The stipulations for denying AFDC benefits described under Section 106 may be extended to mothers through age 20, at the State's discretion. The State also has the discretion to deny housing benefits under the same provisions.

Section 108 Grants to States For Assistance to Children Born Out-of-Wedlock

A portion of the funds saved from denying AFDC benefits to young unmarried mothers and their out-of-wedlock children will be used to fund grants to States to discourage out-of-wedlock births and care for children born out-of-wedlock. States may use these grants to establish or expand programs to reduce out-of-wedlock pregnancies, to promote adoption, to establish and operate orphanages, to establish and operate closely supervised residential group homes for unwed mothers, or any other related program the State sees fit to fund. States may not use the grant funds for abortion services, including any counseling or advising with respect to abortion.

Section 109 Removal of Barriers to Interethnic Adoption

Provisions are similar to those in the Metzenbaum amendment.

TITLE II - REQUIRING WORK**Section 202(a) Work program**

JOBS. The State may not provide subsidized non-work activities – such as education and training (i.e. JOBS) – to an AFDC recipient for more than a total of 24 months (whether or not consecutive). There is no requirement for the State to operate a JOBS program and there are no participation requirements for the JOBS program (as discussed in Section 202(b).)

WORK. States are required to establish a work program (work supplementation, community work experience, or any other work program approved by the Secretary). A State may require any adult recipient, regardless of the length of time on assistance, to participate in the work program. The JOBS participation standards and targeting requirements would be eliminated (Section 203) and replaced with new work program participation standards. States would be required to enroll a percentage of the adult caseload in work activities for at least 35 hours per week (or in work activities for at least 30 hours per week and job search for at least 5 hours per week). At least one parent in a UP family would be required to participate in work activities for 32 hours per week. The State must combine AFDC and the cash value of food assistance received for UPs.

The participation standards would be as follows: 2 percent for FY 1996; 4 percent for FY 1997; 8 percent for FY 1998; 12 percent for FY 1999; 17 percent for FY 2000; 29 percent for FY 2001; 40 percent for FY 2002; and 50 percent for FY 2003 and each fiscal year thereafter. It appears that States which failed to meet the work participation rate would have their Federal matching funds from the new work program funding stream for the following fiscal year reduced by 25 percent.

The PRA would provide for additional matching funds to cover the cost of the work program. A State which had drawn down its full allotment of Federal matching funds from the JOBS capped entitlement would be reimbursed for expenditures on the work program beyond that amount from this new stream of funding. The amount of new funding made available would be \$500 million for FY 96, \$900 million for FY 97, \$1.8 billion for FY 98, \$2.7 billion for FY 99 and \$4 billion for FY 2000.

Sanctions. For the first 24 months on AFDC, States may impose sanctions as they consider appropriate for an individual who fails to participate in a satisfactory manner. For individuals assigned to the work program who do not fulfill the required number of hours in work activities, the grant is pro rated based on the number of hours worked (this only applies to those who have receive aid for more than 24 cumulative months). The State may suspend or terminate eligibility an individual's eligibility for aid if s/he has been sanctioned on three or more occasions.

Time Limits. Adults who had received aid for 60 cumulative months after the effective of the bill is not eligible for aid. There are no exemptions from this time limit. At State option, the State may terminate the eligibility for aid of any family if they have received aid for 24 cumulative months and have been required to participate in a work program for at least 12 cumulative months and have been offered a work placement at the outset.

Child Care. It does not appear that AFDC recipients required to participate in the new mandatory work program would be guaranteed child care. This is problematic, given that the bill strikes the prohibition against sanctioning an AFDC recipient for nonparticipation if child care is not available. It also appears that recipients leaving welfare for work would no longer be guaranteed a year of transitional child care. The bill does state in a sense of the Congress section that priority in the work program should be given to older preschool or school-age children. (note child care funding is placed under the cap in Title III)

Section 202(c) Other provisions relating to unemployed parents

The PRA would allow all States to limit UP eligibility to as few as 6 months in a 13 month period.

Section 202(d) Elimination of certain JOBS program requirements

The PRA also makes certain changes to the JOBS program including:

- (1) Eliminate JOBS targeting and AFDC participation rate standards. Maintain participation rate requirements for AFDC-Us (except for 1998).
- (2) Eliminate all current law exemptions. Eliminate State option to require both parents of AFDC-UP case to participate, if child care is guaranteed.
- (3) Eliminate current law sanctioning provisions, including provision which allows individuals to refuse a job offer if it results in a net loss of income.
- (4) Eliminate the provision in which the State cannot require participation in job search for those who are exempted.

Section 203 Work supplementation program amendments

The Personal Responsibility Act would make a number of changes to the work supplementation program. States would be permitted to use not only AFDC benefits but also the cash value of food aid that would be provided to the family under the new food assistance block grant (see Title V of the PRA) to subsidize the wages of a work supplementation participant. It would also remove the ban on placing work supplementation participants in established unfilled vacancies--eliminating the new jobs requirement in current law.

Section 204 Payments to states for certain individuals receiving food assistance from the State who perform work on behalf of the State

The Employment and Training Program is eliminated (the Food Stamp Act is repealed; see Title V) and replaced by a work requirement for nonexempt individuals receiving aid under the food assistance block grant. Nonexempt recipients of food aid are required to perform 32 hours of work per month on behalf of the State or a subdivision, regardless of employment status. Food assistance program recipients who failed to comply would have their food aid reduced on a pro-rated basis. States would receive \$20 (adjusted for inflation) for each nonexempt food assistance recipient who met the work standard during a given month.

TITLE III - CAPPING THE AGGREGATE GROWTH OF WELFARE SPENDING**Sections 301 Cap on growth of Federal spending on certain welfare programs**

Federal spending during a fiscal year on AFDC, the AFDC-related child care programs, the Child Support Enforcement program, SSI, housing assistance and the mandatory work program established by the Republican proposal would be capped at a level equal to the total estimated Federal spending on the designated programs during the preceding fiscal year, adjusted for inflation and the change in the size of the poverty population.

Section 302 Conversion of AFDC and SSI from entitlement to discretionary

The Personal Responsibility Act also converts the Family Support programs (AFDC, the AFDC-related child care programs, the Child Support Enforcement program) and Supplemental Security Income from entitlement programs into discretionary programs.

TITLE IV - RESTRICTING WELFARE FOR ALIENS**Section 401 Ineligibility of Aliens for Public Welfare Assistance**

Legal immigrants would be denied access to benefits under 60 Federal programs including public health, child immunization, and child nutrition programs as well as AFDC, SSI and regular Medicaid. Legal immigrants would be eligible to receive emergency Medicaid. The legislation would exempt legal immigrants over age 75 that have 5 years continuous residence and refugees in their first six years of residence in the United States. Immigrants receiving current benefits under any of the 60 programs would have one more year of eligibility before becoming ineligible.

Section 402 State AFDC Agencies Required to Report Information Regarding Illegal Aliens to the INS

State agencies would be required to provide the Immigration and Naturalization Service the name, address, and other identifying information that the agency has with respect to any individual unlawfully in the United States with citizen children.

TITLE V - CONSOLIDATING FOOD ASSISTANCE PROGRAMS**Section 501 Food assistance block grant program**

All food assistance programs would be replaced with a Food Assistance Block Grant Program. Funding for Fiscal Year (FY) 1996 is set at \$35.6 billion. Funding for subsequent years would be adjusted for food price inflation and population increases. Funding would be apportioned among States based on the proportion of the economically disadvantaged population living in each State.

States could use no more than five percent of their grant for program administration. In addition, each State would be required to spend a minimum of 12 percent on food assistance and nutrition education for women, infants, and young children and a minimum of 20 percent on child nutrition programs; i.e., school lunch and breakfast programs, child care food programs, food service programs in institutions, and summer food service programs. The 12 percent and 20 percent minimums could be lowered at State request with USDA approval. States are directed to use grant funds to provide food assistance to economically disadvantaged individuals and families.

The proposal repeals all existing authority for food assistance programs, all authority to establish nutrition standards for these programs, and all authority to provide nutrition education to anyone other than women, infants and their young children.

- Section 503 -- Authority to sell Federal surplus commodities

This provision would replace USDA's authority under current law to *purchase* commodities and donate them to States and institutions with the authority to sell surplus commodities to States.

TITLE VI - EXPANDING STATUTORY FLEXIBILITY OF STATES

Section 601 Option to convert AFDC into a block grant

The Personal Responsibility Act would permit States to receive, in lieu of reimbursement for expenditures on AFDC benefits and services (including the JOBS program), a block grant equal to 103 percent of the total Federal share of such expenditures for FY 1992. A State electing this option would not be subject to any AFDC program requirements, including the provisions in the Personal Responsibility Act concerning the new mandatory work program. Such a State would for all intents and purposes be withdrawing from the AFDC program.

The State would, however, be required to use the block-granted funds to operate a program providing benefits to needy families with dependent children, and to submit a report annually detailing the expenditure of these funds. If the Secretary determined that a State had expended funds from the block grant for any other purpose, its block grant would be reduced by 20 percent.

Section 602 Option to Treat New Residents of a State Under Rules of Former State

States have an option to limit AFDC benefits to the level of the families' previous State until the family has resided in the new State for twelve consecutive months. Other eligibility rules of the former State may apply as well.

Section 603 Option to Impose Penalty for Failure to Attend School

At State option, aid may be reduced up to \$75 per month for each parent under 21 who has not completed secondary school (or its equivalent) and does not meet minimum attendance requirements at an educational institution in the previous month. This sanction can also be applied for each dependent child in a family receiving aid who does not meet minimum attendance requirements at an educational institution in the previous month.

Section 605 Option to disregard income and resources designated for education, training, employability, or related to self-employment

1. Qualified Asset Accounts

The Republican proposal gives States the option to allow an AFDC unit to set aside up to \$10,000 in a qualified asset account for education or training, or purchase of a home or car or moving expenses. These funds would not count toward the AFDC resource limit; states could also choose to disregard the interest and dividend income generated from the account.

2. Lump Sum Income

At State option, non-recurring lump sum income (earned and unearned) would be excluded so long as the income is placed in a qualified asset account.

3. Microenterprises

At State option, \$10,000 in net worth in a microenterprise owned in whole or in part by a family member may be disregarded from the resource limit for a period not to exceed two years.

Section 606 State option to require attendance at parenting and money management classes, and prior approval of any action that would result in a change of school for a dependent child

States will be given the option to require welfare recipients to attend parenting and money management classes in order to receive aid, and to require recipients to get permission from the State agency before making any change in a dependent child's educational institution.

TITLE VII - DRUG TESTING FOR WELFARE RECIPIENTS

Section 701 AFDC recipients required to undergo necessary substance abuse treatment as a condition of receiving AFDC

Recipients who are determined by States to be addicted to alcohol or drugs must be required to participate in substance abuse treatment, if available, and must submit to random drug screens during and after participation in an alcohol or drug rehabilitation program. Alcohol or drug dependent persons who do not participate in treatment on a satisfactory basis (as defined by the State) or who refuse a drug screen lose their AFDC eligibility for a period of 2 years. Medicaid benefits would continue, however.

The Personal Responsibility Act and Family Reinforcement Act

House Republican Proposal to Congress

Analysis of Major Provisions

Personal Responsibility Act

TITLE I REDUCING ILLEGITIMACY

- Sec. 100 Sense of Congress
- Sec. 101 Reduction or denial of AFDC for certain children whose paternity is not established
- Sec. 102 Teens receiving AFDC required to live at home
- Sec. 103 Earlier paternity establishment efforts by States
- Sec. 104 Increase in paternity establishment percentage
- Sec. 105 Denial of AFDC for certain children born out-of-wedlock
- Sec. 106 Denial of AFDC for additional children
- Sec. 107 State option to deny AFDC benefits to children born out-of-wedlock to individuals aged 18, 19, 20, and to deny such benefits and housing benefits to such individuals
- Sec. 108 Grants to States for assistance to children born out-of-wedlock
- Sec. 109 Removal of barriers to inter-ethnic adoption

TITLE II REQUIRING WORK

- Sec. 201 Findings; intent; statement of purpose
- Sec. 202 Work program
- Sec. 203 Work Supplementation program amendments
- Sec. 204 Payments to States for certain individuals receiving food assistance from the State who perform work on behalf of the State

TITLE III CAPPING THE AGGREGATE GROWTH OF WELFARE SPENDING

- Sec. 301 Cap on growth of Federal spending on certain welfare programs
- Sec. 302 Conversion of funding under certain welfare programs
- Sec. 303 Savings from welfare spending limits to be used for deficit reduction

TITLE IV RESTRICTING WELFARE FOR ALIENS

- Sec. 401 Ineligibility of aliens for public welfare assistance
- Sec. 402 State AFDC agencies required to provide information on illegal aliens to INS

TITLE V CONSOLIDATING FOOD ASSISTANCE PROGRAMS

- Sec. 501 Food assistance block grant program
- Sec. 502 Availability of Federal coupon system to States
- Sec. 503 Authority to sell Federal surplus commodities
- Sec. 504 Definitions
- Sec. 505 Repealers; amendments
- Sec. 506 Effective date; application of repealers and amendments

TITLE VI EXPANDING STATUTORY FLEXIBILITY OF STATES

- Sec. 601 Option to convert AFDC into a block grant program
- Sec. 602 Option to treat new residents of a state under rules of a former state
- Sec. 603 Option to impose a penalty for failure to attend school
- Sec. 604 Option to provide married couple transition benefit
- Sec. 605 Option to disregard income and resources designated for education, training, and employability, or related self-employment
- Sec. 606 Option require attendance at parenting and money management classes, and prior approval of any action that would result in a change of school for a dependent child

TITLE VII DRUG TESTING FOR WELFARE RECIPIENTS

- Sec. 701 AFDC recipients required to undergo necessary substance abuse treatment as a condition of receiving AFDC

TITLE VIII EFFECTIVE DATE

- Sec. 801 Effective date

PERSONAL RESPONSIBILITY ACT

TITLE I - REDUCING ILLEGITIMACY

Section 101 Reduction or denial of AFDC for certain children whose paternity is not established

House Republican Proposal

Children for whom paternity has not been legally established would be ineligible for AFDC benefits but remain eligible for Medicaid benefits. This provision applies to all children of AFDC applicants. Exceptions would be made for children conceived as a result of rape or incest, or for cases where the State determines that efforts to establish paternity would result in physical danger to the relative claiming such aid.

If paternity of a dependent child has not been established, the mother and remaining children would receive AFDC benefits if the relative claiming such aid provides the names of not more than three individuals who may be the biological father. The relative must provide addresses of the individuals or if not known, addresses of immediate relatives.

Analysis

If a mother were to cooperate fully, she and her child would have no ability to speed the paternity process and would be penalized if the State experienced delays. Even when mothers cooperate, paternity establishment takes time or may not occur. The PRA puts the burden almost entirely on the mother; the State agency faces few consequences if it does little or nothing to establish paternity.

Section 102 Teens Receiving AFDC Required to Live at Home

House Republican Proposal

This provision is made a State requirement and the age requirement is changed to under age 19. The exceptions remain intact. This provision does not apply until after the effective date of October 1, 1995.

Analysis

Since unmarried teens under age 18 are denied AFDC benefits (see Section 105), this provision would primarily apply to those who were 18 years of age.

Section 104 Increase in paternity establishment percentage

House Republican Proposal

The paternity establishment percentage for States is set at 90%. States above 50% but below 90% must increase by 6% per year, while States below 50% must increase by 10% per year to be in compliance.

Analysis

The Republican bill stipulates specific and very high paternity standards which would be extremely difficult to achieve. Only a few States have come close to meeting the percentages mandated by the bill. Most States do not have sufficient resources to work their current caseloads and will have even less ability to do so under the PRA, which caps CSE spending. Oddly, the bill does not provide for penalties in the event that States fail to meet these rates. Under current practice, audit penalties are rarely taken.

Section 105 Denial of AFDC for certain children born out-of-wedlock***House Republican Proposal***

In cases where an unmarried mother gives birth before her 18th birthday, AFDC claims with respect to that child would be permanently denied. The mother and child could become eligible in the future only if the mother marries the biological father (as determined by the State) or she has legal custody of the child and marries an individual who legally adopts the child. The mother could become eligible by having another child after age 17. This section would not apply if the child's birth date and the most recent AFDC application date were before the Republican proposal's effective date, October 1, 1995. There are no exceptions to this policy, including cases of rape and incest.

Analysis

Research indicates that welfare has no significant impact on non-marital births. Thus, denial of benefits to teen mothers will not significantly reduce the number of children born to unwed mothers under age 18. By denying AFDC benefits to most single parents under age 18, the PRA has no mechanism for keeping these parents in school or providing them with training. If, however, the young teen mother has another child after she turns 18, she and the second child would be eligible for aid while the first child would remain ineligible. This policy could also result in an increase in abortion rates.

Section 106 Denial of AFDC for additional children (mandatory family cap)***House Republican Proposal***

AFDC benefits must be denied to additional children born to families already receiving welfare or to additional children of on-going AFDC families that received welfare at any time during the 10 month period ending with the birth of the child.

Section 107 State option to deny AFDC benefits to children born out-of-wedlock to individuals aged 18, 19, or 20, and to deny housing benefits to such individuals***House Republican Proposal***

The stipulations for denying AFDC benefits described under Section 106 may be extended to mothers through age 20, at the State's discretion. The State also has the discretion to deny housing benefits under the same provisions.

Analysis

Research evidence suggests that limiting access to AFDC will not eliminate the majority of out-of-wedlock births among teens.

Section 108 Grants to States For Assistance to Children Born Out-of-Wedlock***House Republican Proposal***

A portion of the funds saved from denying AFDC benefits to young unmarried mothers and their out-of-wedlock children will be used to fund grants to States to discourage out-of-wedlock births and care for children born out-of-wedlock. States may use these grants to establish or expand programs to reduce out-of-wedlock pregnancies, to promote adoption, to establish and operate orphanages, to establish and operate closely supervised residential group homes for unwed mothers, or any other related program the

State sees fit to fund. States may not use the grant funds for abortion services, including any counseling or advising with respect to abortion.

Analysis

The grant formula further assumes that the number of young families with children born out of wedlock and eligible for AFDC will not increase beyond the number that received AFDC in 1994. However, if out of wedlock childbearing continues to increase, despite the proposed policy change, States will be faced with increasing numbers of children in need of orphanages, temporary shelters, foster care, etc. but no additional federal support to respond to these needs.

Section 109 Removal of Barriers to Interethnic Adoption

House Republican Proposal

Provisions are similar to those in the Metzenbaum amendment.

Analysis

The Republican proposal differs from recently enacted law, including: (1) the "needs of the child" is not explicitly mentioned; (2) the provision that race/ethnicity alone may not be used to deny a child an adoptive placement, but may be one of a number of factors used to make placement decisions was removed; (3) the requirement that child welfare agencies make diligent efforts to recruit foster and adoptive families that reflect the racial and ethnic diversity of the children for whom foster and adoptive homes are needed is not included; (4) no deadlines for agencies to comply with or provide guidance regarding the new law is included.

TITLE II - REQUIRING WORK

Section 202(a) Work program

House Republican Proposal

JOBS. The State may not provide subsidized non-work activities -- such as education and training (i.e. JOBS) -- to an AFDC recipient for more than a total of 24 months (whether or not consecutive). There is no requirement for the State to operate a JOBS program and there are no participation requirements for the JOBS program (as discussed in Section 202(b).)

WORK. States are required to establish a work program (work supplementation, community work experience, or any other work program approved by the Secretary). A State may require any adult recipient, regardless of the length of time on assistance, to participate in the work program.

The JOBS participation standards and targeting requirements would be eliminated (Section 203) and replaced with new work program participation standards. States would be required to enroll a percentage of the adult caseload in work activities for at least 35 hours per week (or in work activities for at least 30 hours per week and job search for at least 5 hours per week). At least one parent in a UP family would be required to participate in work activities for 32 hours per week. The State must combine AFDC and the cash value of food assistance received for UPs.

The participation standards would be as follows: 2 percent for FY 1996; 4 percent for FY 1997; 8 percent for FY 1998; 12 percent for FY 1999; 17 percent for FY 2000; 29 percent for FY 2001; 40 percent for FY 2002; and 50 percent for FY 2003 and each fiscal year thereafter. It appears that States

which failed to meet the work participation rate would have their Federal matching funds from the new work program funding stream for the following fiscal year reduced by 25 percent.

The PRA would provide for additional matching funds to cover the cost of the work program. A State which had drawn down its full allotment of Federal matching funds from the JOBS capped entitlement would be reimbursed for expenditures on the work program beyond that amount from this new stream of funding. The amount of new funding made available would be \$500 million for FY 96, \$900 million for FY 97, \$1.8 billion for FY 98, \$2.7 billion for FY 99 and \$4 billion for FY 2000.

Sanctions. For the first 24 months on AFDC, States may impose sanctions as they consider appropriate for an individual who fails to participate in a satisfactory manner. For individuals assigned to the work program who do not fulfill the required number of hours in work activities, the grant is pro rated based on the number of hours worked (this only applies to those who have receive aid for more than 24 cumulative months). The State may suspend or terminate eligibility an individual's eligibility for aid if s/he has been sanctioned on three or more occasions.

Time Limits. Adults who had received aid for 60 cumulative months after the effective of the bill is not eligible for aid. There are no exemptions from this time limit. At State option, the State may terminate the eligibility for aid of any family if they have received aid for 24 cumulative months and have been required to participate in a work program for at least 12 cumulative months and have been offered a work placement at the outset.

Child Care. It does not appear that AFDC recipients required to participate in the new mandatory work program would be guaranteed child care. This is problematic, given that the bill strikes the prohibition against sanctioning an AFDC recipient for nonparticipation if child care is not available. It also appears that recipients leaving welfare for work would no longer be guaranteed a year of transitional child care. The bill does state in a sense of the Congress section that priority in the work program should be given to older preschool or school-age children. (note child care funding is placed under the cap in Title III)

Analysis

The Personal Responsibility Act effectively replaces the JOBS program with a new mandatory work program. While States are permitted to provide education and training services for up to two years (see Section 201), they are in no way required to do so--there are no participation standards with respect to the JOBS program (see Section 203). They are, however, mandated to enroll a steadily increasing percentage of the caseload in work activities. The growth of the work program would almost certainly crowd out virtually all education and training services.

The number of recipients required to participate in JOBS under current law represents about 41 percent of the total number of AFDC cases. Under the Personal Responsibility Act, exemptions would be eliminated. The participation rate of 17 percent mandated by the PRA for FY 2000 would be equivalent to a 41 percent participation rate using the JOBS-mandatory caseload as the denominator. To achieve the 50 percent rate set for FY 2003, a State would have to enroll in the work program a number of participants greater than the entire JOBS-mandatory caseload under current law.

Meeting the rates set by the bill for FY 2002 and subsequent years might require enrolling virtually all able-bodied recipients in work activities, which would leave States unable to provide education and training services to any recipients, regardless of employability or literacy level. States might be left with no option but to require some recipients with a disability or some of those caring for a disabled child or relative to participate in work activities in order to meet the rate.

Under the Republican proposal, even individuals who are willing to work could be denied benefits, regardless of whether or not they are employable or are caring for a disabled child. States would be required to enroll individuals for 35 hours a week, regardless of family size. Consequently, many participants would in effect be working for less than the minimum wage.

Sanctioning of persons on assistance for less than 24 months would be left to the discretion of States -- a result which does not ensure that clients are adequately protected. Also, there are no grievance procedures to ensure the individuals are treated fairly on the job.

Section 202(c) Other provisions relating to unemployed parents

The PRA would allow all States to limit UP eligibility to as few as 6 months in a 13 month period.

Section 202(d) Elimination of certain JOBS program requirements

The PRA also makes certain changes to the JOBS program including:

- (1) Eliminate JOBS targeting and AFDC participation rate standards. Maintain participation rate requirements for AFDC-Us (except for 1998).
- (2) Eliminate all current law exemptions. Eliminate State option to require both parents of AFDC-UP case to participate, if child care is guaranteed.
- (3) Eliminate current law sanctioning provisions, including provision which allows individuals to refuse a job offer if it results in a net loss of income.
- (4) Eliminate the provision in which the State cannot require participation in job search for those who are exempted.

Section 203 Work supplementation program amendments

The Personal Responsibility Act would make a number of changes to the work supplementation program. States would be permitted to use not only AFDC benefits but also the cash value of food aid that would be provided to the family under the new food assistance block grant (see Title V of the PRA) to subsidize the wages of a work supplementation participant. It would also remove the ban on placing work supplementation participants in established unfilled vacancies--eliminating the new jobs requirement in current law.

Section 204 Payments to states for certain individuals receiving food assistance from the State

The Employment and Training Program is eliminated (the Food Stamp Act is repealed; see Title V) and replaced by a work requirement for nonexempt individuals receiving aid under the food assistance block grant. Nonexempt recipients of food aid are required to perform 32 hours of work per month on behalf of the State or a subdivision, regardless of employment status. Food assistance program recipients who failed to comply would have their food aid reduced on a pro-rated basis. States would receive \$20 (adjusted for inflation) for each nonexempt food assistance recipient who met the work standard during a given month.

Analysis

The Republican proposal provides only \$20 per month in Federal funds to the States for the cost of placing a nonexempt recipient of food aid in work activities for the required 32 hours per month. MDRC found that the cost of placing a participant in a workfare position for a month ranged from \$60 to almost \$700. The inadequate funding, combined with the notable absence of any participation standard and the relatively modest work requirement, suggest that the proposal may not intend to significantly strengthen the work requirement for food aid recipients who are not in the AFDC program.

TITLE III - CAPPING THE AGGREGATE GROWTH OF WELFARE SPENDING*House Republican Proposal***Sections 301 Cap on growth of Federal spending on certain welfare programs**

Federal spending during a fiscal year on AFDC, the AFDC-related child care programs, the Child Support Enforcement program, SSI, housing assistance and the mandatory work program established by the Republican proposal would be capped at a level equal to the total estimated Federal spending on the designated programs during the preceding fiscal year, adjusted for inflation and the change in the size of the poverty population.

Section 302 Conversion of AFDC and SSI from entitlement to discretionary

The Personal Responsibility Act also converts the Family Support programs (AFDC, the AFDC-related child care programs, the Child Support Enforcement program) and Supplemental Security Income from entitlement programs into discretionary programs.

Analysis

A number of the programs included under the cap are projected to grow considerably more rapidly than inflation, and consequently substantial reductions would be required to remain within the cap. SSI outlays, for example, are expected to rise almost 10 percent from FY 1996 to FY 1997, and by more than 10 percent from FY 1997 to FY 1998 and from FY 1998 to FY 1999. Inclusion of the new work program is particularly problematic, since the program would grow much more rapidly than inflation and the poverty population during the phase-in period.

The inclusion of the Child Support Enforcement program could be questioned, given that the program is in some respects quite cost-effective. The benefits from the program are, however, divided quite unevenly between the States and the Federal government. States reaped a profit from the Child Support Enforcement program in FY 1993, while the Federal government took a loss.

The Republican proposal does not explicitly state how the reductions required by the cap would be distributed across programs or across States; the bill only requires that the budget resolution include allocations to each committee that are consistent with the spending cap. The cap would be adjusted for the change in the poverty population. Unfortunately, this adjustment would probably be lagged by two full years, which could have the unintended effect of reducing the cap during a year of economic recession and increasing the cap during a year of economic recovery.

Funding for AFDC, AFDC-related child care, the IV-D program and SSI would presumably be set at a fixed level for each year through the appropriations process. If the amount of money allocated for AFDC or SSI proved insufficient, otherwise eligible elderly or disabled persons or families with children might be denied benefits, or might have their benefits sharply reduced. Child support enforcement services might be denied to some custodial mothers; entry into the AFDC system might become the only way to access IV-D services. Some States might opt to eliminate their At-Risk or Transitional Child Care programs entirely in order to continue providing cash benefits to needy families.

TITLE IV - RESTRICTING WELFARE FOR ALIENS**Section 401 Ineligibility of Aliens for Public Welfare Assistance***House Republican Proposal*

Legal immigrants would be denied access to benefits under 60 Federal programs including public health, child immunization, and child nutrition programs as well as AFDC, SSI and regular Medicaid. Legal immigrants would be eligible to receive emergency Medicaid. The legislation would exempt legal immigrants over age 75 that have 5 years continuous residence and refugees in their first six years of residence in the United States. Immigrants receiving current benefits under any of the 60 programs would have one more year of eligibility before becoming ineligible.

Analysis

Most of the immigrants affected by the Republican proposal are earlier arrivals who would have their benefits taken away retroactively. Under the PRA legal immigrants who become disabled within 5 years of entry into the United States, or who lose their job through no fault of their own would be ineligible for any kind of federal assistance. CBO estimates that approximately 1.5 million legal immigrants would be affected in the first year of implementation. Almost 1 million elderly and disabled legal immigrants would have their SSI and Medicaid benefits taken away from them.

The Republican proposal creates a threat to general public health by denying basic public health services to low-income legal immigrants. Denying immunization services to legal immigrants would undermine decades of efforts to eradicate the presence of various diseases in society.

Denying federal assistance to all legal immigrants will merely shift the legitimate and necessary costs of certain assistance (e.g., medical care under Medicaid) to state and local governments -- or other entities such as hospitals -- already reeling from tight fiscal pressures.

Section 402 State AFDC Agencies Required to Report Information Regarding Illegal Aliens to the INS*House Republican Proposal*

State agencies would be required to provide the Immigration and Naturalization Service the name, address, and other identifying information that the agency has with respect to any individual unlawfully in the United States with citizen children.

TITLE V - CONSOLIDATING FOOD ASSISTANCE PROGRAMS**Section 501 Food assistance block grant program***House Republican Proposal*

The PRA would replace virtually all domestic food programs, including food stamps, WIC, and the school lunch program with a Food Assistance Block Grant, ending their entitlement status. The bill would set a ceiling on how much could be appropriated for the block grant.

Funding for the block grant would be set at a level 10 percent less than the current services estimate of \$35.6 billion for food assistance programs for FY 1996 and \$3 billion below spending for this year. Funding for subsequent years would be adjusted for food price inflation and population increases.

Funding would be apportioned among States based on the proportion of the economically disadvantaged population living in each State. This gap widens to \$7 billion in FY 2000, with reductions over five years of nearly \$31 billion.

States could use no more than five percent of their grant for program administration. In addition, each State would be required to spend a minimum of 12 percent on food assistance and nutrition education for women, infants, and young children and a minimum of 20 percent on child nutrition programs; i.e., school lunch and breakfast programs, child care food programs, food service programs in institutions, and summer food service programs. The 12 percent and 20 percent minimums could be lowered at State request with USDA approval. States are directed to use grant funds to provide food assistance to economically disadvantaged individuals and families.

The proposal repeals all existing authority for food assistance programs, all authority to establish nutrition standards for these programs, and all authority to provide nutrition education to anyone other than women, infants and their young children.

Analysis

The bill would fundamentally change the very character of food assistance programs -- eliminating all national standards and the guarantee of assistance for millions of low-income Americans -- and require a massive redistribution of benefits. The proposed formula for distributing grant funds among the States bears little relationship to the existing distribution of program funds. With the overall reduction in funding, most States would lose but a few States would gain Federal funding. In some instances, the gains and losses may be substantial: California stands to gain the most -- more than \$800 million; Texas loses the most -- more than \$1 billion. In addition, if enacted, the bill would have potentially serious implications for American agriculture and the food industry.

More than 45 million Americans receive assistance through at least one of USDA's food assistance programs every month. The Food Stamp Program alone serves about 27 million people monthly, more than half of whom are children and about 10 percent of whom are elderly. The National School Lunch Program serves 25 million children each day. WIC provides food assistance, nutrition education, and critical health care referrals to nearly 7 million women, infants, and children monthly. Because the proposed bill eliminates all national standards, there is no guarantee that these needy Americans will continue to receive nutrition assistance. Some will lose eligibility altogether while others may remain eligible but for less aid.

Elimination of the entitlement will also severely impair the ability of food assistance programs to respond to changing economic conditions. Historically, most food programs have automatically expanded to meet increased need when the economy is in recession and contracted when the economy is growing. The indexing provisions in the proposal do not offer the same automatic adjustment. Under this bill, States will have to choose between absorbing additional costs or denying or reducing benefits to some families in need in the next recession.

Furthermore, there is no guarantee that the funding level specified in the proposal will actually be appropriated. All food assistance funding will be discretionary and thus will be forced to compete for limited discretionary funds. Moreover, each future year grant is based on the previous year's appropriation. If funding for the Food Assistance Block Grant is reduced in one year to support other priorities, funding for future fiscal years would also be permanently lower. This further jeopardizes the programs' ability to help those in need, particularly in times of poor economic growth.

Section 503 Authority to sell Federal surplus commodities***House Republican Proposal***

This provision would replace USDA's authority under current law to *purchase* commodities and donate them to States and institutions with the authority to sell surplus commodities to States.

Analysis

Eliminating USDA's authority to buy commodities for donations to States eliminates the ability to provide responsive, short-term support to agricultural markets. It also diminishes the value of assistance by prohibiting USDA from using its superior purchasing power to acquire non-surplus commodities on behalf of schools. Furthermore it threatens the network of private emergency food assistance providers, who rely on government-donated commodities and administrative funding to support distribution of privately donated food to low-income households.

TITLE VI - EXPANDING STATUTORY FLEXIBILITY OF STATES**Section 601 Option to convert AFDC into a block grant*****House Republican Proposal***

The Personal Responsibility Act would permit States to receive, in lieu of reimbursement for expenditures on AFDC benefits and services (including the JOBS program), a block grant equal to 103 percent of the total Federal share of such expenditures for FY 1992. A State electing this option would not be subject to any AFDC program requirements, including the provisions in the Personal Responsibility Act concerning the new mandatory work program. Such a State would for all intents and purposes be withdrawing from the AFDC program.

The State would, however, be required to use the block-granted funds to operate a program providing benefits to needy families with dependent children, and to submit a report annually detailing the expenditure of these funds. If the Secretary determined that a State had expended funds from the block grant for any other purpose, its block grant would be reduced by 20 percent.

Analysis

It is not clear that a State electing the block grant would be guaranteed an amount equal to 103 percent of the FY 1992 Federal share of its AFDC and related spending. The amount of the block grant might be subject to appropriation. The legislation is silent on the question of whether or not the block-granted funds would be included within the cap on welfare spending established by Title III of the bill. If the block-granted funds were subject to the cap and the reductions required by the cap fell disproportionately on AFDC and the block-granted funds, there might not be adequate dollars available to provide the full amount to each State opting for the block grant.

The block grant would be set at 103 percent of the FY 1992 Federal share of AFDC spending (benefits and services, including JOBS), with no adjustment for inflation. A State electing the block grant option for FY 1999, for example, would receive for that year an amount equal to 103 percent of its FY 1992 Federal funding for AFDC and related services, the real value of which would have seriously eroded since that base year, particularly if inflation rates were relatively high in the interim. Moreover, the level of the block grant would not respond to changes in the number of needy families with children.

Section 602 Option to Treat New Residents of a State Under Rules of Former State***House Republican Proposal***

States have an option to limit AFDC benefits to the level of the families' previous State until the family has resided in the new State for twelve consecutive months. Other eligibility rules of the former State may apply as well.

Analysis

The provision appears to rest on the assumption that low-income families make location decisions based on State AFDC benefit levels. Many studies indicate, however, that benefit levels do not have a significant impact on the migration decision.

Section 603 Option to Impose Penalty for Failure to Attend School***House Republican Proposal***

At State option, aid may be reduced up to \$75 per month for each parent under 21 who has not completed secondary school (or its equivalent) and does not meet minimum attendance requirements at an educational institution in the previous month. This sanction can also be applied for each dependent child in a family receiving aid who does not meet minimum attendance requirements at an educational institution in the previous month.

Analysis

Evidence on the effects of this proposal for teen parents is mixed. An evaluation of the LEAP program, which combined bonuses, sanctions, and case management to encourage the school attendance of teen parents, produced positive results on school enrollment and completion. However, LEAP produced smaller effects on school drop-outs, compared to those who were still in school when the program began. Thus, the effects of this provision on encouraging school completion by drop-outs may be limited.

The effects of the provision on dependent children is also unclear. An evaluation of the Wisconsin's Learnfare demonstration indicated the program has been ineffective, but the results have been questioned.

Section 605 Option to disregard income and resources designated for education, training, employability, or related to self-employment***House Republican Proposal*****1. Qualified Asset Accounts**

The Republican proposal gives States the option to allow an AFDC unit to set aside up to \$10,000 in a qualified asset account for education or training, or purchase of a home or car or moving expenses. These funds would not count toward the AFDC resource limit; states could also choose to disregard the interest and dividend income generated from the account.

2. Lump Sum Income

At State option, non-recurring lump sum income (earned and unearned) would be excluded so long as the income is placed in a qualified asset account.

3. Microenterprises

At State option, \$10,000 in net worth in a microenterprise owned in whole or in part by a family member may be disregarded from the resource limit for a period not to exceed two years.

TITLE VII - DRUG TESTING FOR WELFARE RECIPIENTS

Section 701 AFDC recipients required to undergo necessary substance abuse treatment as a condition of receiving AFDC

House Republican Proposal

Recipients who are determined by States to be addicted to alcohol or drugs must be required to participate in substance abuse treatment, if available, and must submit to random drug screens during and after participation in an alcohol or drug rehabilitation program. Alcohol or drug dependent persons who do not participate in treatment on a satisfactory basis (as defined by the State) or who refuse a drug screen lose their AFDC eligibility for a period of 2 years. Medicaid benefits would continue, however.

Analysis

The Republican proposal makes the requirements of those the State identifies as "addicted." The "addicted" population could be interpreted to be broader than those who meet the medical definition (including the physiological component) of alcohol or drug dependence.

The Republican proposal does not allow extensions for those whose substance abuse treatment-needs (or other medical conditions) preclude their immediate participation in employment activities. The Republican proposal requires that States institute a regime of testing on anyone determined to be addicted to alcohol or other drugs. How a positive test would be interpreted however, is unclear. Potentially, the emphasis on drug testing implies that a positive drug screen would result in expulsion from AFDC. Most of those on AFDC with significant substance abuse problems (as in the general population) are alcoholics, not illicit drug abusers. Drug testing will not adequately determine compliance for these persons.

COMPARISON OF THE OLD AND NEW PRA

SECTION-BY-SECTION CHANGES TO THE PERSONAL RESPONSIBILITY ACT

TITLE I REDUCING ILLEGITIMACY

Sec. 100 Sense of Congress

Sec. 101 Reduction or denial of AFDC for certain children whose paternity is not established

- *Under the old bill it was unclear whether the intent was to apply the requirement immediately to the entire existing caseload as well as to new applicants. The new bill clearly applies only applications for aid after the effective date.*

Sec. 102 Teens receiving AFDC required to live at home

Sec. 103 Earlier paternity establishment efforts by States

Sec. 104 Increase in paternity establishment percentage

- *No additional changes to sections 100-104.*

Sec. 105 Denial of AFDC for certain children born out-of-wedlock

- *Section 105 now applies to all children born "on or after the effective date of this paragraph." This implies that under the new bill, with respect to out-of-wedlock children born to teens, a child born before the effective date would be eligible for AFDC, regardless of when the mother filed the claim. Whereas under the old bill, a child born before the effective date would only be eligible if the mother filed before the effective date.*
- *Under new provisions, those ineligible due to this section would be eligible for Medicaid.*

Sec. 106 Denial of AFDC for additional children

- *The definition of additional children is clarified; under the old bill, a woman pregnant with her first child at the time of her first AFDC claim would be denied benefits if she applied for benefits after that child was born because that child would mistakenly be counted as an additional child. The new bill corrects that. Under new provisions, again, those ineligible due to this section would be eligible for Medicaid.*
- *The new bill clarifies that eligibility for foster care maintenance payments and adoptoin assistance payments will not be affected.*

Sec. 107 State option to deny AFDC benefits to children born our-of-wedlock to individuals aged 18, 19, 20, and to deny such benefits and housing benefits to such individuals

- *The new bill clarifies that eligibility for foster care maintenance payments and adoptoin assistance payments will not be affected. However, the bill is silent on eligibility for Medicaid.*
- *No changes were made with regard to the effective date, however, this may be an oversight on their part. The changes made to sections 105 with respect to limitation on applicability should have been made for this section also.*

- *No Change to housing benefits.*

Sec. 108 Grants to States for assistance to children born out-of-wedlock

- *The new bill forbids States from "providing cash payments to an individual who is the parent of a child born out-of-wedlock or to the child." This is stronger language and covers all living situations. It ensures that regardless of where the child lives (i.e., with or without the mother) the child will not receive cash benefits under any circumstances.*
- *The method of calculation for determining the excluded population (which is used in determining the Federal grants to States) has been changed slightly. The excluded population in the new bill would only count excluded parents and excluded children. Adjustments which account for the enactment date (in the event it is not October 1, 1995) have been dropped.*

Sec. 109 Removal of barriers to inter-ethnic adoption

- *The language regarding legal action pursuant to this section has been expanded. The court may award a reasonable attorneys fee as part of the costs, legal action must be brought within two years of the violation and actions against States that might otherwise be barred under Amendment 11 of the Constitution are authorized.*

TITLE II REQUIRING WORK

Sec. 201 Findings; intent; statement of purpose

Sec. 202 Work program

- *Under the Personal Responsibility Act as previously written, a State could terminate the eligibility of a family which had received aid for at least 24 months after the effective date, provided the family had been required to participate in a work program for at least 12 months after the effective date, even if no work placement was available during those 12 months. The new version of the bill allows States to terminate eligibility after 24 months only if the individual was required to participate for 12 months and "was offered a work placement at the beginning of such 12-month period." (see pages 39-40 of the new bill)*

The Personal Responsibility Act as introduced during the last session of Congress required States to terminate the eligibility of any individual who had received aid for 60 months after the effective date.

In the new version of the bill, the work individual is changed to adult, as in "an adult who has received aid under the State plan for 60 months...shall not be eligible for aid..." (see page 40 of the new bill)

This change has considerable implications. States would still have the option of denying eligibility to a family after 24 months (see above), but no State would be required to terminate a family's eligibility after five years. As written, the bill would only require that the adult be removed from the grant. A parent who had reached the 60-month time limit could presumably remain in the household with children who were still receiving assistance.

In addition, an individual who had received aid as a non-parent dependent child would still be eligible for assistance as a parent, should he or she have a child. It is not clear, however, if a child in a family denied aid as a result of a State's opting for the 24-month limit would be eligible for assistance as an adult; the bill refers only to the family's eligibility, not to the eligibility of individuals in the family.

The Act previously did nothing to preserve the Medicaid coverage of adults or children denied AFDC benefits due to the time limits. The new version of the bill reads as follows: "if a family is denied aid under the State plan by reason of subparagraph (E) {24-month time-limit} or (F) {60-month time limit}, each member of the family shall be considered to be receiving such aid for purposes of eligibility for medical assistance...for so long as the family would otherwise be eligible for such aid." (see page 40 of the new bill)

It is not clear why the word family, rather than individual is used. A family cannot be denied aid under subparagraph F; it applies only to individuals. Nonetheless, the intent of the passage appears to be to preserve Medicaid coverage both for adults ineligible for AFDC due to the 60-month limit, as well as for entire families whose AFDC eligibility has been terminated as a result of a State's electing the 24-month limit option.

The new bill also clarifies the participation rate calculation as described in Section 202(b). If an individual participates in the work program for part of the time period and then leaves AFDC, he or she is counted as having participated for the entire time period. (see page 44 of the new bill)

The bill, in a technical amendment, strikes clause (iii) of Section 402(a)(19)(B), which refers to loss of priority among exempt individuals who had dropped out of the JOBS program; with exemptions eliminated, there appears little need for this clause. (see page 48)

Sec. 203 Work supplementation program amendments

No change.

Sec. 204 Payments to States for certain individuals receiving food assistance from the State who perform work on behalf of the State

No change.

TITLE III CAPPING THE AGGREGATE GROWTH OF WELFARE SPENDING

Sec. 301 Cap on growth of Federal spending on certain welfare programs

- *The welfare spending cap in the previous version of the Personal Responsibility Act included "the program of aid and services to needy families with children under part A of the Social Security Act" and the "mandatory work program under Part A of title IV of the Social Security Act," but not the JOBS program, which falls under part F of the Social Security Act. The new version of the bill places the JOBS program under the welfare spending cap. (see page 57 of the new bill)*

Sec. 302 Conversion of funding under certain welfare programs

No change.

Sec. 303 Savings from welfare spending limits to be used for deficit reduction

No change.

TITLE IV RESTRICTING WELFARE FOR ALIENS

Sec. 401 Ineligibility of aliens for public welfare assistance

- *The only changes in Title IV are related to the treatment of immigrant ineligibility for food assistance programs. All legal immigrants (except the over 75, or refugees, as in previous bill) remain ineligible for benefits.*

Sec. 402 State AFDC agencies required to provide information on illegal aliens to INS

- *Under the new bill, immigrants would be ineligible for benefits under a total of 52 programs. The prior version had a total of 60 programs. The difference results from deleting language regarding 9 separate food assistance programs, and inserting a single reference to immigrant ineligibility for the new food assistance block grant established under Title V of the PRA.*

TITLE V CONSOLIDATING FOOD ASSISTANCE PROGRAMS

Sec. 501 Food assistance block grant program

Sec. 502 Availability of Federal coupon system to States

Sec. 503 Authority to sell Federal surplus commodities

Sec. 504 Definitions

Sec. 505 Repealers; amendments

Sec. 506 Effective date; application of repealers and amendments

- *No changes to sections in Title V.*

TITLE VI EXPANDING STATUTORY FLEXIBILITY OF STATES

Sec. 601 Option to convert AFDC into a block grant program

- *State can now only convert to block grant if it has an approved plan and is operating a child support program in compliance with the plan.*
- *The block grant is equal to 103 percent of the total Federal share of such expenditures for FY 1992 (not FY 1994).*
- *Regulations issued regarding state plans will not apply to state child support programs.*

Sec. 602 Option to treat new residents of a state under rules of a former state

- *States can adopt this option, even if they choose to block grant assistance.*

- Sec. 603 Option to impose a penalty for failure to attend school
- Sec. 604 Option to provide married couple transition benefit
- Sec. 605 Option to disregard income and resources designated for education, training, and employability, or related self-employment
- Sec. 606 Option require attendance at parenting and money management classes; and prior approval of any action that would result in a change of school for a dependent child

- *No changes to sections 603-606.*

TITLE VII DRUG TESTING FOR WELFARE RECIPIENTS

- Sec. 701 AFDC recipients required to undergo necessary substance abuse treatment as a condition of receiving AFDC

- *No change to this section.*

TITLE VIII EFFECTIVE DATE

- Sec. 801 Effective date

- *No change to this section, the effective date of the bill is October 1, 1995.*

COMPARISON OF THE WRA AND THE PRA

RESERVATION PHOTOGRAPHY

**COMPARISON OF ADMINISTRATION'S WORK AND RESPONSIBILITY ACT
AND HOUSE REPUBLICAN'S PERSONAL RESPONSIBILITY ACT**

	Work and Responsibility Act	Personal Responsibility Act
WORK		
Job Search/ Training Requirements	Employable recipients required to participate in job search, education, and training activities immediately.	None. State option.
Work Requirements	Work required of ALL employable persons after 2 years.	Eventually, 50 percent of all recipients must be in workfare or other work activity.
Sanctions and Benefit Cut-offs	No benefits for persons who refuse to work in subsidized job or who refuse a private sector job offer. Persons willing to work who cannot find a private sector job can get help, but only if willing to work for benefits.	No benefits for persons who refuse to work or who refuse a private sector job offer. All adults permanently cut off after 5 years even if they are willing to work but can't find a job, or unable to work due to disability. State option to cut off entire family after 2 years.
Protections for People with Disabilities or Temporarily not Employable	Persons with disabilities or parents caring for disabled child or very young children exempted until able to work.	None.

Work and Responsibility Act

Personal Responsibility Act

RESPONSIBILITY

Child Support Enforcement	Dramatic and comprehensive improvements in child support including central state registries, license revocations, etc.	Few child support provisions and a cap which would actually reduce resources for enforcement (child support bill promised later.)
Paternity Establishment	No AFDC benefits until state certifies applicant has cooperated fully in paternity establishment. State then required to locate father within 1 year.	No AFDC benefits for child until paternity has been established - whether or not mother has cooperated fully and whether or not state has made a serious effort to locate the father.
Fraud	Improved information systems and data collection to reduce welfare fraud and catch those who owe child support.	None.
Performance Measures	Interim state participation standards. New state performance measures based on outcomes rather than process, to be developed.	State participation standards for work.

Work and Responsibility Act**Personal Responsibility Act****TEEN PREGNANCY, REACHING THE NEXT GENERATION**

Teen Parents	Mothers under 18 must live at home, identify their child's father, and stay in school to get benefits. Comprehensive case management for teens.	Children born to mothers under 18 (state option under 21) permanently denied aid for their entire childhood. Remain eligible for Medicaid. 18 year olds must live at home.
Family Caps	State option to provide no additional benefits for children conceived while unmarried mother is on welfare. Can be applied only to children born after enactment.	State requirement to provide no additional benefits for children conceived or born while unmarried mother is on welfare. Applies only to children born after enactment.
Pregnancy Prevention, Grants for out-of-wedlock children	Community-based teenage pregnancy prevention initiatives in 500 schools. Comprehensive pregnancy prevention demonstrations.	Fed. savings from denying benefits to out-of-wedlock children may be used by state for orphanages, homes for unwed mothers, adoptions, and programs to reduce pregnancies, abortions excluded.
Phase-in	Youngest recipients phased-in first with State flexibility on phasing in other groups.	States encouraged to phase-in recipients with oldest children.
Funding for Child Care	Significant new investments in child care. Funding for all child care increases due to training and work requirements. Does not change current entitlement for working current and former AFDC families.	Removes entitlement to child care. Funding included under aggregate spending cap which is below what is currently spent.

Work and Responsibility Act**Personal Responsibility Act****OTHER PROVISIONS**

Legal Immigrants	Sponsors held financially accountable for legal immigrants under major entitlement programs.	Most legal immigrants currently in the U.S. barred from 52 programs including entitlement programs, child nutrition and immunization.
Nutrition Cuts/ Block Grants	None, but States are given more flexibility in many areas. Many changes in AFDC/food stamps to streamline, achieve greater conformity and make work pay.	Food stamps, WIC, child nutrition programs converted into single block grant with very few conditions and cut by 12%. State option for AFDC block grant.
Entitlement Protections	Eligible persons can always enroll.	Individual entitlement to AFDC, SSI, and nutrition programs ended. Funding is capped and programs become discretionary. If annual budgets are exhausted, states might have to deny aid to the elderly, persons with disabilities, and children -- unless they can put in more state funds.

State	Year	Impact
Alabama	1960	1.2
Alabama	1961	1.3
Alabama	1962	1.4
Alabama	1963	1.5
Alabama	1964	1.6
Alabama	1965	1.7
Alabama	1966	1.8
Alabama	1967	1.9
Alabama	1968	2.0
Alabama	1969	2.1
Alabama	1970	2.2
Alabama	1971	2.3
Alabama	1972	2.4
Alabama	1973	2.5
Alabama	1974	2.6
Alabama	1975	2.7
Alabama	1976	2.8
Alabama	1977	2.9
Alabama	1978	3.0
Alabama	1979	3.1
Alabama	1980	3.2
Alabama	1981	3.3
Alabama	1982	3.4
Alabama	1983	3.5
Alabama	1984	3.6
Alabama	1985	3.7
Alabama	1986	3.8
Alabama	1987	3.9
Alabama	1988	4.0
Alabama	1989	4.1
Alabama	1990	4.2
Alabama	1991	4.3
Alabama	1992	4.4
Alabama	1993	4.5
Alabama	1994	4.6
Alabama	1995	4.7
Alabama	1996	4.8
Alabama	1997	4.9
Alabama	1998	5.0
Alabama	1999	5.1
Alabama	2000	5.2
Alabama	2001	5.3
Alabama	2002	5.4
Alabama	2003	5.5
Alabama	2004	5.6
Alabama	2005	5.7
Alabama	2006	5.8
Alabama	2007	5.9
Alabama	2008	6.0
Alabama	2009	6.1
Alabama	2010	6.2
Alabama	2011	6.3
Alabama	2012	6.4
Alabama	2013	6.5
Alabama	2014	6.6
Alabama	2015	6.7
Alabama	2016	6.8
Alabama	2017	6.9
Alabama	2018	7.0
Alabama	2019	7.1
Alabama	2020	7.2
Alabama	2021	7.3
Alabama	2022	7.4
Alabama	2023	7.5
Alabama	2024	7.6
Alabama	2025	7.7
Alabama	2026	7.8
Alabama	2027	7.9
Alabama	2028	8.0
Alabama	2029	8.1
Alabama	2030	8.2
Alabama	2031	8.3
Alabama	2032	8.4
Alabama	2033	8.5
Alabama	2034	8.6
Alabama	2035	8.7
Alabama	2036	8.8
Alabama	2037	8.9
Alabama	2038	9.0
Alabama	2039	9.1
Alabama	2040	9.2
Alabama	2041	9.3
Alabama	2042	9.4
Alabama	2043	9.5
Alabama	2044	9.6
Alabama	2045	9.7
Alabama	2046	9.8
Alabama	2047	9.9
Alabama	2048	10.0
Alabama	2049	10.1
Alabama	2050	10.2
Alabama	2051	10.3
Alabama	2052	10.4
Alabama	2053	10.5
Alabama	2054	10.6
Alabama	2055	10.7
Alabama	2056	10.8
Alabama	2057	10.9
Alabama	2058	11.0
Alabama	2059	11.1
Alabama	2060	11.2
Alabama	2061	11.3
Alabama	2062	11.4
Alabama	2063	11.5
Alabama	2064	11.6
Alabama	2065	11.7
Alabama	2066	11.8
Alabama	2067	11.9
Alabama	2068	12.0
Alabama	2069	12.1
Alabama	2070	12.2
Alabama	2071	12.3
Alabama	2072	12.4
Alabama	2073	12.5
Alabama	2074	12.6
Alabama	2075	12.7
Alabama	2076	12.8
Alabama	2077	12.9
Alabama	2078	13.0
Alabama	2079	13.1
Alabama	2080	13.2
Alabama	2081	13.3
Alabama	2082	13.4
Alabama	2083	13.5
Alabama	2084	13.6
Alabama	2085	13.7
Alabama	2086	13.8
Alabama	2087	13.9
Alabama	2088	14.0
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Alabama	2091	14.3
Alabama	2092	14.4
Alabama	2093	14.5
Alabama	2094	14.6
Alabama	2095	14.7
Alabama	2096	14.8
Alabama	2097	14.9
Alabama	2098	15.0
Alabama	2099	15.1
Alabama	2100	15.2
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Alabama	2102	15.4
Alabama	2103	15.5
Alabama	2104	15.6
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Alabama	2154	20.6
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Alabama	2157	20.9
Alabama	2158	21.0
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Alabama	2161	21.3
Alabama	2162	21.4
Alabama	2163	21.5
Alabama	2164	21.6
Alabama	2165	21.7
Alabama	2166	21.8
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Alabama	2171	22.3
Alabama	2172	22.4
Alabama	2173	22.5
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Alabama	2205	25.7
Alabama	2206	25.8
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Alabama	2217	26.9
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Alabama	2323	

HHS FACT SHEET

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

June 1994

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THE WORK AND RESPONSIBILITY ACT OF 1994

President Clinton's "Work and Responsibility Act of 1994" was sent to Congress June 21, 1994. Earlier in the month, on June 14, the President outlined his vision for reform of the welfare system in a speech at the Commerce Bank in Kansas City, Mo. Some excerpts:

"There's no greater gap between our good intentions and our misguided consequences than you see in the welfare system. It started for the right common purpose of helping people who fall by the wayside. But for many, the system has worked to undermine the very values that people need to put themselves and their lives back on track ...

"We can't change the welfare system unless it is rooted in people getting back to work. So I say to you, we propose to offer people on welfare a simple contract. We will help you get the skills you need, but after two years, anyone who can go to work must go to work -- in the private sector, if possible; in a subsidized job, if necessary. But work is preferable to welfare. And it must be enforced ...

"If we do the things we propose in this welfare reform program, even by the most conservative estimates, these changes together will move one million adults who would otherwise be on welfare into work or off welfare altogether by the year 2000 ...

"None of this will be easy to accomplish. We know what the problems are. And we know they did not develop overnight. But we have to make a beginning. We owe it to the next generation. We cannot permit millions and millions and millions of American children to be trapped in a cycle of dependency ... We must break this cycle."

Highlights of the President's welfare reform proposal follow:

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.

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.

FOR YOUNGER RECIPIENTS, THE CHANGE WILL BE DRAMATIC:

- **IN THE YEAR 2000, 14 PERCENT OF PARENTS UNDER AGE 29 WHO WOULD HAVE STILL BEEN ON WELFARE WITHOUT REFORM WILL HAVE LEFT THE ROLLS.**
- **26 PERCENT OF MOTHERS UNDER AGE 29 WILL BE WORKING: NINE PERCENT PART-TIME IN UNSUBSIDIZED PRIVATE SECTOR JOBS, AND 17 PERCENT IN THE NEW WORK PROGRAM. TODAY, JUST FIVE PERCENT OF YOUNG WELFARE RECIPIENTS WORK; ALMOST ALL OF THEM IN PART-TIME JOBS.**
- **37 PERCENT OF PARENTS UNDER AGE 29 WILL BE SUBJECT TO STRONGER EDUCATION AND TRAINING REQUIREMENTS; STRICT STANDARDS, TOUGH SANCTIONS FOR NONCOMPLIANCE, AND A TWO-YEAR TIME LIMIT. TODAY, JUST 22 PERCENT OF YOUNG WELFARE RECIPIENTS ARE EVEN EXPECTED TO PARTICIPATE IN ANY KIND OF EDUCATION OR TRAINING PROGRAM. PARTICIPATION STANDARDS ARE LOW AND THERE ARE NO TIME LIMITS TO ENCOURAGE MOVEMENT TO WORK.**
- **AND, UNDER WELFARE REFORM, PARENTS UNDER AGE 29 WILL BE SUBJECT TO MUCH STRONGER PARTICIPATION REQUIREMENTS. JUST 23 PERCENT OF THESE YOUNG MOTHERS WILL BE TEMPORARILY DEFERRED BECAUSE THEY HAVE A CHILD UNDER TWELVE MONTHS OF AGE; HAVE A DISABLED CHILD; OR ARE SERIOUSLY ILL THEMSELVES. TODAY, 73 PERCENT OF YOUNG WELFARE RECIPIENTS ARE EXEMPT FROM EDUCATION AND TRAINING REQUIREMENTS.**

ADMINISTRATION FOR CHILDREN AND FAMILIES

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, Connecticut, Florida, Georgia, Hawaii, Illinois, Indiana, Iowa, Michigan, Mississippi, New York, North Dakota, Oklahoma, Oregon, Pennsylvania, South Carolina, 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 teenage 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. Teenage 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 postsecondary



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 September 29, 1993, and granted February 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 January 15, 1994.

CONNECTICUT

Connecticut's "A Fair Chance" initiative is designed to increase supports, incentives, and work expectations for AFDC recipients. It has two components, Pathways and Family Strength.

Pathways requires AFDC recipients to work a minimum of 15 hours a week after two years of AFDC, 25 hours a week after three years, and 35 hours a week after four years. Pathways will also help families leaving welfare to increase their incomes by paying the difference between the non-custodial parent's child support payments and a state-established minimum. Family Strength provisions raise the resource limit for AFDC eligibility from \$1,000 to \$3,000 and extend transitional child care and medical benefits an additional year, to a total of two years.

Family Strength will be implemented statewide and Pathways will be implemented in the New Haven and Manchester areas. Connecticut's application was received on December 30, 1993, and approved on August 29, 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 5-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 6-year period -- for families who are 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 September 21, 1993, and granted on January 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 November 2, 1993.

HAWAII

Under Hawaii's "Creating Work Opportunities for JOBS Families" (CWOJF) program, 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 specialists. 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 recipients continue working. Illinois' waiver request was received August 2, 1993, and granted on November 23, 1993.

INDIANA

Under the Indiana Manpower Placement and Comprehensive Training Program (IMPACT), at any point in time, up to 12,000 job-ready individuals will be assigned to a "Placement Track" and receive help in job search and placement. Once on this track, AFDC benefits will be limited to 24 consecutive months. The time limit applies to adult benefits only; children's benefits will not be affected. Case management and supportive services will continue for a period after AFDC benefits end.

For all recipients who become employed, earnings will be disregarded in determining Food Stamp benefits for the first six months. There will be increased sanctions for quitting a job or for failure to comply with program requirements. There will also be fewer exemptions from current JOBS participation requirements. Another provision will extend subsidies to employers who hire welfare recipients for a maximum of 24 months.

A family benefit cap provision will disallow additional AFDC benefits for children conceived while on AFDC although the child will be eligible for Medicaid. Children will be required to attend school and be immunized. IMPACT will operate for seven years. Indiana's request was received June 21, 1994, and granted December 15, 1994.

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 April 29, 1993, and granted August 13, 1993.

MICHIGAN

This expansion of Michigan's "To Strengthen Michigan Families" welfare demonstration requires AFDC recipients to participate in either the Job Opportunities and Basic Skills Training program (JOBS) or Michigan's "Social Contract" activities that encourage work and self-sufficiency. Michigan is also testing the requirement that AFDC applicants participate in job search by actively seeking employment while eligibility for AFDC is being determined.

The demonstration also requires that pre-school-age children be immunized and disregards the value of one vehicle in determining eligibility. Additionally, in two counties, Michigan will evaluate mediation services to determine if this increases compliance with child support. The demonstration will extend previously approved waivers until October 1999. It will include a rigorous evaluation.

Michigan's request was received March 8, 1994, and granted October 5, 1994.

MISSISSIPPI

Mississippi's reform plan promotes health and education for children receiving welfare assistance and supports work efforts by their parents. The demonstration includes a statewide component and two projects, "Work First" in six counties, and "Work Encouragement" in two counties.

The statewide component requires all children receiving AFDC aged six through 17 to attend school and those under age six to be immunized and receive regular health checkups. It also extends AFDC eligibility for two-parent families by allowing mothers or fathers to work more than 100 hours a month.

The "Work First" component provides subsidized, private-sector employment for job-ready participants. A special fund created from participants' AFDC and food stamp benefits will reimburse employers' wages. The State will provide supplemental payments to recipients when their total income is less than the combined AFDC and Food Stamp benefits they would otherwise receive. In addition, each "Work First" participant will have an "individual development account" for family savings, to which employers will contribute one dollar per hour of work. The State will also pass on to the family all the child support payments it collects on its behalf.

The "Work Encouragement" component allows recipients to keep more of their earnings and still receive AFDC, by raising the earned income limit from 60 to 100 percent of state-established need levels. Time limits on income disregards will also be waived.

The "Work First" component will be implemented in Adams, Harrison, Jones, Lee, Hinds and Washington Counties. The "Work Encouragement" component will be implemented in Leflore and Oktibbeha counties. Under both the "Work First" and "Work Encouragement" components, courts may require unemployed, non-custodial fathers to participate in the JOBS program to meet child support obligations.

The demonstration will be in effect for five years. The request was received December 10, 1993, and granted December 22, 1994.

NEW YORK

New York's "A Jobs First Strategy" gives applicants alternatives to welfare, provides new incentives for recipients to find work and create businesses, and encourages the formation and preservation of two-parent families.

The demonstration allows applicants otherwise eligible for Aid to Families with Dependent Children the option to receive child care or Job Opportunities and Basic Skills Training program services in place of AFDC. The program will also provide one-time cash assistance or other services necessary to remedy a temporary emergency which has resulted, or may result, in job loss or impoverishment.

The demonstration allows children in AFDC families to receive AFDC for up to two years after a caretaker parent marries and the new spouse's income makes the family ineligible, so long as the household's income does not exceed 150 percent of the federal poverty guidelines. It extends to a full year transitional child care benefits for employed recipients who leave the rolls because of child support payments. In addition, clients are encouraged to develop their own business enterprises by excluding certain business income and resources, including vehicles.

The demonstration will be implemented in six sites in four counties (Broome, Onondaga, Erie, and up to three sites in Brooklyn), and will operate for five years.

The request was received June 7, 1994, and granted October 19, 1994.

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 attend school regularly 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 December 28, 1992, and granted January 25, 1993.

OREGON

Oregon's JOBS Plus demonstration provides individuals with short-term (up to nine months) subsidized public or private employment at minimum wage or better. The State will

provide supplemental payments if an individual's income is less than the combined AFDC and Food Stamps benefits. Participants will continue to be eligible for Medicaid and will receive workplace mentoring and support services. The State also will pass on to the family all the child support payments it collects on the family's behalf.

Each JOBS Plus participant will also have an Individual Education Account (IEA), to which employers will contribute one dollar per hour of work. After a participant begins working in a non-subsidized position, the State will transfer the IEA to the Scholarship Commission. The Commission will then make funds available to the participant or the immediate family for continuing education and training at any State community college or institution of higher learning.

Oregon's request was received on October 28, 1993, and granted September 19, 1994.

PENNSYLVANIA

Pennsylvania's "Pathways to Independence" project provides incentives and support for single and two-parent families moving from welfare to self-sufficiency. It increases earned income disregards so that recipients can keep more of what they earn before they become eligible for public assistance. Additionally, it raises AFDC resource limits, including the value of a family's vehicle, and increases the time that a family is eligible for transitional child care and Medicaid after the family leaves welfare due to earnings. It will operate in Lancaster County.

To further aid the transition to work, Pathways extends case management counseling and referral services to up to one year after the family leaves welfare. Families will be able to deposit money into retirement savings and education accounts without penalty. Furthermore, after two months of employment, recipient families can also choose to receive cash payment of their monthly Food Stamp benefit. The demonstration will operate for five years.

The request was received on February 18, 1994, and approved November 3, 1994.

SOUTH CAROLINA

South Carolina's Self-Sufficiency and Personal Responsibility Program sets work requirements, provides transitional assistance for program participants, and significantly reduces caseloads for participating AFDC caseworkers. After completing Individual Self-Sufficiency Plans (ISSP's) to help prepare them to become self-sufficient, AFDC recipients have 30 days to find a job in a designated vocational area. If they fail to secure such employment, recipients receive an additional 30 days on AFDC to find any private sector job, after which time they must participate in a community work experience program in order to continue to receive AFDC benefits. Progressive sanctions for non-compliance, up to and including removal of the entire family from assistance, are components of this program.

To aid in the transition to work, recipients who would otherwise no longer be eligible for AFDC because of employment can receive reduced benefits for up to 12 months. Families remain eligible for Medicaid and child care during this phase-down period, and regular transitional Medicaid and child care benefits begin at the end of this period.

The program also raises resource limits to \$3,000 and exempts the cash value of life insurance policies, one vehicle and interest and dividend payments. Children of recipients are required to attend school regularly and obtain appropriate immunizations.

The demonstration will operate in Berkeley, Dorchester, Charleston, and Barnwell Counties for a period of five years. South Carolina's request was received on June 13, 1994, and approved on January 9, 1995.

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 August 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 or 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 October 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 full-time 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 AFDC 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 November 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 4-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 November 1, 1993.

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 AFDC 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 postsecondary 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 September 7, 1993.

HHS NEWS

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

June 1994

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

months, and most applicants are job-ready, many 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.

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.

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. For most families, simply the threat of this financial loss will be enough to ensure compliance, but those who fail to comply will face real cuts in benefits.

A phase-in focusing on young recipients 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. As welfare reform is phased in, a larger percentage of the caseload will be covered.

Flexibility for states. States that want to accelerate the phase in will be able to use federal matching funds to do so. States may define the phased-in group more broadly, require older women to participate in certain JOBS activities, or provide increased resources to volunteers under current JOBS rules.

Guaranteed child care for those in education and training. An expanded investment in child care will help eliminate a primary barrier to work preparation for young parents.

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.

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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.

Clinton Administration Increases and Innovations

The Clinton Administration has made child care programs a consistent budget priority, increasing funding for the Child Care and Development Block Grant by 19 percent in the 1995 budget. To maximize the impact of each dollar, the Administration has also sought to coordinate and improve programs. To address quality and supply, the Administration is reviewing state health and safety standards, sponsoring a series of national institutes on critical child care issues, and attempting to give states more flexibility to address quality and consistency concerns through proposed regulations.

President Clinton's recent expansion of Head Start provides further support for quality child care. The 1995 budget includes substantial additional funding and encourages the development of full-day, full-year services to meet the needs of today's families.

Changes Under Welfare Reform

President Clinton's welfare reform proposal continues to expand and improve the system for both low-income working families and those transitioning off welfare. His proposal will expand availability, encourage safe and nurturing care environments, and further coordinate program requirements.

Maintaining and expanding the existing guarantee. Welfare recipients in work and training, including the JOBS and WORK programs, will still be guaranteed child care, and those leaving welfare will still receive a year of Transitional Child Care.

Expanding child care for low-income working families. Our proposal also substantially increases funding for the At-Risk program and reduces the state match. We almost double federal spending on child care for the working poor.

Addressing quality and supply. Quality improvement funds will support resource and referral programs, licensing and monitoring, and training and other provider supports. Children in group care receiving assistance will be immunized, and consistent health and safety standards will apply across child care programs. Our plan also directs special attention to increasing the supply of infant and toddler care.

Coordinating rules across all child care programs. Our proposal simplifies administration and ensures coverage by further standardizing different child care programs' requirements for provider standards, health and safety, parental access, consumer education, parental choice, and parental complaint management.

HHS FACT SHEET

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

June 1994

Contact: -ACF- Press Office
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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 paternities early in a child's life. In addition, the 1995 budget reflects a 13 percent increase in federal spending on child support.

Changes Under Welfare Reform

Building on the best state and federal initiatives, President Clinton's welfare reform plan will create an aggressive, coordinated system with automated collection and tougher enforcement. While the federal-state child support enforcement system collected \$9 billion from non-custodial parents in 1993, the reformed system under our plan will collect \$20 billion in the year 2000. The plan focuses on:

Universal paternity establishment. Performance incentives will encourage states to establish paternity for all births, and hospitals will expand efforts to get parents to voluntarily acknowledge paternity. Streamlined legal procedures and greater use of scientific testing will facilitate identification for those who do not voluntarily acknowledge their responsibilities. And we also require each welfare applicant to supply the name and location of the child's father in order to receive benefits.

Fair award guidelines and periodic updating. A commission will study whether national awards guidelines should be adopted. States will automatically update awards for families as non-custodial parents' incomes change.

Automated monitoring and tracking. States will centralize and modernize their child support structures through the use of central registries that monitor payments automatically. A new national child support clearinghouse will catch parents who try to evade their responsibilities even if they flee across state lines.

New penalties for those who refuse to pay. Expanded wage-withholding and data-base matching will be used to enforce compliance. As a last resort, states will withhold the drivers' and professional licenses of parents who refuse to pay support. Even the threat of license suspension is a proven enforcement tool, and suspension also reaches self-employed people unaffected by wage-withholding.

State initiatives and demonstration programs. The reform plan will, for the first time, create a state option to make money available for work and training programs for non-custodial parents who earn too little to meet their child support obligations. States can choose to make these programs mandatory--so that non-custodial parents work off what they owe. At the same time, 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.

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HHS FACT SHEET

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

June 1994

Contact: ACF Press Office
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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 1993. In 1975, 11.1 million individuals received benefits, and in 1993, 14.1 million persons received AFDC (up from 12.6 million in 1991). Over the same period, the average size of AFDC families has fallen, from 3.2 persons in 1975 to 2.9 persons in 1993.
- 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 March 1993, AFDC provided benefits to 9.7 million children.

Expenditures

- Despite the increase in the number of recipients over the time period, benefit expenditures have remained relatively constant in real terms between 1975 (\$21.3 billion) and 1992 (\$22.5 billion). Real spending on AFDC apart from AFDC-UP has actually fallen since 1975, from \$20.3 billion in 1975 to \$20.1 billion in 1992.
- Contrary to the general conception, not all states have experienced an increase in total AFDC expenditures. While the national average between 1985 and 1992 was a 17 percent increase, state-by-state figures varied from an increase of 184 percent in Arizona to a decrease of 38 percent in Wisconsin.
- The share of federal spending devoted to AFDC has declined from 1.5 percent in 1975 to 1.1 percent in 1992.

Recipient Characteristics

- Thirty-four percent of AFDC recipients in 1992 were white, 39 percent were Black and 19 percent Hispanic, as compared to 1973, when 38 percent of AFDC recipients were white, 45.8 percent Black and 13.4 percent Hispanic.
- Only 22 percent of AFDC families reported any non-AFDC income in 1992.
- Forty percent of female welfare recipients gave birth to their first child before the age of 19. Just over half had a high school degree when they entered the AFDC program, and 49 percent had not worked in the 12 months prior to entry.

The JOBS Program

- Overall 16 percent of adult non-exempt AFDC recipients nationwide were enrolled in the JOBS program in 1992. Only Indiana, Maine, Maryland and Guam failed to reach the 11 percent participation rate mandated in the Family Support Act for fiscal year 1992.
- Fiscal year 1992 federal funding for the JOBS program was capped at \$1 billion. However, state spending was only sufficient to draw down two-thirds of the available federal funding for fiscal year 1992, and only 11 states claimed their full allocation of federal funds. Only 19 states intended to spend enough to claim their full allocation in fiscal year 1993.

Summary of the Performance Measurement System

The Family Support Act of 1988 had required that the Secretary of Health and Human Services implement an outcome-based system. This proposal follows through on original goals of the FSA to implement such a system.

1. Vision: an outcome-based system

The goal of an outcome-based system is to modify State behavior towards the goal of serving recipients by linking incentives and penalties directly with client results and State performance. The Work and Responsibility Act would gradually implement an outcome-based performance measurement system. State performance would be assessed according to the results achieved by participants. Less emphasis would be placed on how States achieve those results. Federal funding would be linked to State performance in such areas as:

- the number of people who hit the time-limit
- the increase in employment and earnings after participants leave JOBS
- retention in unsubsidized employment
- decrease in rate of dependency
- improvement in the economic well-being of families
- other factors as appropriate

2. Implementation: from Measures to Standards

The Secretary, via the regulatory process, would collect information on factors identified as important outcomes. Based on the results of the information, standards for these factors would be set. The implementation is incremental and is designed to ensure that process successful. Interested parties (i.e., States, and even recipients) would take part in the process thus ensuring the system reflected a variety of needs.

3. Change from Current Law: expanded mission of QC and new State reporting requirements

Under the proposal, the data reporting requirements for States would be modified to reflect the management and reporting needs of new system. The mission of the current AFDC Quality Control system would be expanded to include:

- assessing accuracy of State data
- assessing accuracy of time-clock
- assessing number of time-limit extensions granted by States
- determining participation rates
- determine other measures of performance as appropriate/directed

4. Service Delivery Standards:

The following are standards set under the Work and Responsibility Act which are designed to ensure a minimal level of services prior to the full implementation of the outcome-based system. The JOBS participation rate is significantly higher than under current law.

JOBS Participation - average monthly participation rate of 50% (tolerance threshold of 5%)

- additional JOBS funds (Secretary direction) for exceeding 55% participation
- penalty of 25% reduction in AFDC matching funds for number of JOBS mandatory-recipients below 45% (i.e., the Federal AFDC matching funds--not JOBS funds--would be reduced by the number below the rate multiplied by 25% the average AFDC benefit for that State).

Exceeding the Extension cap - 25% reduction in AFDC matching funds for the number of recipients exceeding the time-limit extension cap

Keeping an Accurate Time-Clock - 25% reduction in AFDC matching funds for the number of recipients whereby the State has failed to maintain an accurate record of the number of months of receipt a family has received

WORK Participation - 25% reduction in AFDC match rate for the number of WORK registrants below the participation rate:

- **80% of the WORK caseload where the denominator are those required to register for WORK plus those recently off the rolls and the numerator is those in WORK slots, in authorized job search, sanctioned, or recently off assistance in unsubsidized employment; or,**
- **The number of WORK slots is supposed to fill based roughly on the estimated cost of a WORK slot and corresponding Federal funding available**