

WELFARE PROPOSALS

COMPARISON AND BACKGROUND
MATERIAL RELATED TO H.R. 16311

COMMITTEE ON FINANCE
UNITED STATES SENATE
RUSSELL B. LONG, *Chairman*



April —, 1970

Prepared by the Staff and printed for the use of the Committee on Finance

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1970

COMMITTEE ON FINANCE

RUSSELL B. LONG, Louisiana, *Chairman*

CLINTON P. ANDERSON, New Mexico

ALBERT GORE, Tennessee

HERMAN E. TALMADGE, Georgia

EUGENE J. MCCARTHY, Minnesota

VANCE HARTKE, Indiana

J. W. FULBRIGHT, Arkansas

ABRAHAM RIBICOFF, Connecticut

FRED R. HARRIS, Oklahoma

HARRY F. BYRD, Jr., Virginia

JOHN J. WILLIAMS, Delaware

WALLACE F. BENNETT, Utah

CARL T. CURTIS, Nebraska

JACK MILLER, Iowa

LEN B. JORDAN, Idaho

PAUL J. FANNIN, Arizona

CLIFFORD P. HANSEN, Wyoming

TOM VAIL, *Chief Counsel*

EVELYN R. THOMPSON, *Assistant Chief Clerk*

CONTENTS

	Page
Comparison of present law with proposed legislation.....	2
1. Eligibility and benefits for families with children.....	2
2. Eligibility and benefits for other adults.....	4
3. Work incentive features for families.....	6
4. Administration.....	10
5. Federal financial participation.....	12
6. Effective date.....	14
Recent court decisions affecting welfare legislation.....	16
Summary of welfare regulations of the Department of Health, Education, and Welfare, having an impact on legislation.....	18
Excerpts from President's budget for fiscal year 1971.....	19
Excerpts from preliminary report of findings—1969 study of aid to families with dependent children by Department of Health, Education, and Welfare.....	27

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW

TABLES:

1. Public assistance: Expenditures for assistance to recipients, by program and source of funds.....	38
2. Public assistance: Expenditures for assistance to recipients, by source of funds.....	39
3. Recipients of public assistance and average monthly payment per recipient by program.....	40
4. Amount of public assistance money payments and amount expended per inhabitant, by program.....	41
5. Amount expended per inhabitant for public assistance payments.....	45
6. Proportion, per 1,000, of population receiving public assistance money payments (recipient rates), by State.....	46
7. States assisting children dependent because of their father's unemployment.....	48
8. AFDC: Status of father—Results of studies by the Department of Health, Education, and Welfare in 1961, 1967, and 1969.....	48
9. Population under age 18 and number receiving AFDC money payments by status of father.....	48
10. Projections for maintenance assistance under existing law.....	49
11. Comparison of increase in AFDC rolls with enrollment in work incentive program.....	50
12. Work incentive program: Use of funds appropriated for fiscal year 1969.....	50
13. Current end-of-month enrollment in the work incentive program.....	51
14. Summary of status of the work incentive program participants as of February 28, 1970.....	52
15. Number of WIN participants removed from welfare rolls and related dollar savings.....	53
16. Reasons for terminations and dropouts from work incentive program.....	54

CHARTS

1. Old-age assistance: Monthly cost standard for basic needs of aged woman and amount paid to such recipient, by State.....	42
2. AFDC: Monthly cost standard for basic needs of a family consisting of four recipients and amount paid for such family, by State.....	43
3. Amount expended per inhabitant for public assistance payments.....	44
4. Number of children receiving AFDC money payments by status of father.....	47

APPENDIX—TABLES RELATED TO H.R. 16311

I. Estimated number of families eligible for family assistance in 1971, by selected characteristics.....	.....
II. Estimated number of male-headed families eligible for family assistance in 1971, by selected characteristics.....	.....
III. Estimated number of female-headed families eligible for family assistance in 1971, by selected characteristics.....	.....
IV. FAP benefits to families with no income and FAP breakeven point, by family size.....	.....
V. Nonworking family of four receiving family assistance and the amount of State supplement.....	.....
VI. Summary of cost changes, current programs vs. H.R. 16311.....	.....
VII. Estimated gross costs of family assistance plan at different benefit levels.....	.....
VIII. Estimated number of families and persons eligible for family assistance at different benefit levels.....	.....
IX. Potential Federal costs under H.R. 16311 compared to existing legislation.....	.....
X. Potential annual changes in cost under H.R. 16311.....	.....
XI. 1969 poverty level under H.R. 16311.....	.....

COMPARISON OF PRESENT LAW

Present Law

1. Eligibility and benefits for families with children

1. Under the program of Aid to Families with Dependent children, States provide assistance to needy families when the father is dead, absent from the home, or incapacitated. At the State's option, assistance may also be provided when the father is unemployed (see table 7, page —). Each State establishes a minimum standard of living (needs standard) upon which assistance payments are based; any eligible family whose income is below the State needs standard will be eligible for some assistance. Generally speaking, all income and resources of the needy family must be considered in determining the amount of the assistance payment (a major exception is the disregard of a portion of earned income to provide an incentive for employment; see below). States also place limitations on the real and personal property a family may retain without being disqualified for assistance. Federal law does not require States to pay the full difference between a family's income and its needs standard; many States limit the amounts that can be paid to a family (see chart 2, page 43).

H.R. 16311
Family Assistance Act of 1970

1. The existing program of cash payments to families with dependent children would be repealed.

Family assistance payments.—Under the Family Assistance Plan, aid would be provided by the Federal Government to each family with children whose income counted under the bill is less than the family benefit level (\$500 for each of the first two members of the family plus \$300 for each additional member). A family with resources of more than \$1,500 (other than a home and certain other excluded property) would not be eligible for family assistance payments. Generally speaking, the amount of family assistance would be the difference between a family's income and the family benefit level (a major exception is the disregard of a portion of earned income to provide an incentive for employment; see below). To be eligible for family assistance, the family would have to meet work registration requirements discussed below.

State supplementation.—Each State whose AFDC payment level in January 1970 was higher than the family assistance payment would be required to supplement the family assistance payment. Supplementation would not be required when the father is employed, but would be required when he is unemployed. Generally speaking, the supplementary payment would be the difference between the family assistance payment and the lower of either the AFDC payment the family would have been eligible for in January 1970, or the poverty level as defined in the bill. (Special provisions for disregarding a portion of earned income are discussed below.)

WITH PROPOSED LEGISLATION

S. 1806
(Introduced by Senator Goodell)

1. The existing cash assistance programs to the aged, blind, disabled, and families with dependent children would be repealed.

Every individual and family whose income was below a "minimum living requirement" amount determined by the Secretary (based on the Social Security Administration determination of the poverty level (see table XI page 59) would be eligible for assistance. Generally, the amount of assistance would be the difference between individual or family income and the "minimum living requirement." The Secretary could prescribe what income and resources he would take into account, except that he would have to disregard a portion of earned income (see below).

S. 2986
(Introduced by Senator Scott and others)

1. Generally same as H.R. 16311, except that (1) one-half of certain types of unearned income (such as unemployment compensation) would be disregarded both for family assistance and State supplementation; (2) a father already employed would not have no register; and (3) State supplementation requirements would be related to July 1969 AFDC levels rather than those of January 1970.

S. 3433
(Introduced by Senator Harris and others)

1. The existing cash assistance programs to the aged, blind, disabled, and families with dependent children would be repealed.

Every individual and family whose income was below a "minimum living requirement" amount determined by the Secretary (based on the Social Security Administration determination of the poverty level (see page 59, table XI) would be eligible for assistance. Generally, the amount of assistance would be the difference between individual or family income and the "minimum living requirement." The Secretary could prescribe what income and resources he would take into account, except that he would have to disregard a portion of earned income (see below).

COMPARISON OF PRESENT LAW WITH

	Present Law	H.R. 16311 Family Assistance Act of 1970
<p>2. Eligibility and benefits for other adults.....</p>	<p>2. Three categories of adults are eligible for Federally supported assistance: persons 65 and over, the blind, and permanently and totally disabled persons 18 years and older. As with Aid to Families with Dependent Children, each State establishes a minimum standard of living (needs standard) upon which assistance payments are based; any aged, blind, or disabled person whose income is below the State needs standard will be eligible for some assistance. Generally speaking, all income and resources of the aged, blind, or disabled person must be considered in determining the amount of the assistance payment (though a portion of earnings may be disregarded as a work incentive). States also place limitations on the real and personal property an aged, blind, or disabled individual may retain without being disqualified for assistance. Federal law does not require States to pay the full difference between the income of an aged, blind, or disabled individual and the State's needs standard; many States limit the assistance that can be paid (see chart 1, page 42). States may either have separate assistance programs for the aged, blind, and disabled, or may have a single combined program for all three groups.</p>	<p>2. The categories of persons eligible (the aged, blind, and disabled) would not be changed but States would be required to have a single combined plan for all three groups. States would be required to provide a payment sufficient to bring an individual's total income up to at least \$110 a month. In evaluating need for assistance, States would have to allow resources of \$1,500 (other than a home and certain other excluded property).</p>

PROPOSED LEGISLATION—Continued

S. 1806
(Introduced by Senator Goodell)

2. Every individual whose income was below a "minimum living requirement" amount determined by the Secretary would be eligible for assistance (see item 1).

S. 2986
(Introduced by Senator Scott and others)

2. Same as H.R. 16311, but with an income level of \$90 instead of \$110.

S. 3133
(Introduced by Senator Harris and others)

2. Every individual whose income was below a "minimum living requirement" amount determined by the Secretary would be eligible for assistance (see item 1).

COMPARISON OF PRESENT LAW WITH

3. Work incentive features for families.....

Present Law

3. *Employment plan and referral of appropriate individuals.*—State and local welfare agencies set up a comprehensive plan for each family receiving Aid to Families with Dependent Children to lead them, where possible, to financial independence through employment. All appropriate individuals are referred to the Labor Department; day care and other needed services are provided by the welfare agency. The welfare agencies determine who is appropriate for enrollment and training, based on an evaluation of each individual family. Federal law states that the following persons may not be considered appropriate: (1) children under age 16 or 21, if attending school; (2) any person whose illness, incapacity, advanced age or remoteness from a project precludes effective participation in work or training; or (3) persons required in a home to provide continuing care to an ill or incapacitated member of the household. Individuals referred by the welfare agency are to be placed by the Labor Department in one of three groups, in this order of priority: (1) immediate placement in employment; (2) placement in employment training, and (3) placement in special work projects under public or certain nonprofit private agencies.

Work incentive through earnings exemption.—States must disregard, for purposes of determining need for assistance, an individual's expenses which may reasonably be attributed to the earning of income (such as transportation costs, etc.). In addition, States must disregard the first \$30 in monthly earnings plus one-third of additional earnings of the family.

Employment training.—Those individuals who are appropriate for employment training receive classroom or on-the-job training arranged by the Labor Department. Trainees

H.R. 16311
Family Assistance Act of 1970

3. The existing Work Incentive Program would be repealed.

Registration with Public Employment Service.—Each member of a family would be required to register for employment or training with a public employment office unless he or she is (1) ill, disabled, or aged; (2) a mother caring for a child under 6; (3) a mother in a family whose father registers; (4) caring for an ill member of the household; or (5) a child under 16, or under 21 and in school. Any person who falls in one of these exempt categories could register voluntarily.

Employment plan and work training.—The Labor Department, according to its priorities would develop an employment plan for each individual registered. To the extent resources permit, the services and training called for under the plan would be provided. The services and training provisions of the bill are patterned after those in the Work Incentive Program under present law. The State welfare agency would be required to provide health care and other services to facilitate the participation of individuals in the training program. Trainees would receive a monthly training allowance of \$30 (or it may be even more, if they participate in an institutional program where allowances are payable under the Manpower Development and Training Act) in addition to their welfare payment.

Work incentive through earnings exemption.—For purposes of both family assistance payments and State supplementary payments, the first \$60 of income earned in a month would have to be disregarded in determining the amount of the payment (though no allowance would have to be made for the individual's expenses attributable to work, other than child care). Earnings needed to pay for child care would have to be disregarded. For purposes of the *family assistance payment*, one-half of earnings above \$60 monthly would have to be disre-

PROPOSED LEGISLATION—Continued

S. 1806
(Introduced by Senator Goodell)

3. *Referral for training and employment.*—Every individual over 16 and below 65 considered appropriate by the Secretary of Health, Education, and Welfare would be referred for training and employment under the Work Incentive Program; an individual would not be considered appropriate, if he or she is (1) ill or incapacitated; (2) so remote from a work incentive project that effective participation is impossible; (3) a child attending school full time; (4) a woman caring for a child under 12 years old; or (5) caring for an ill member of the household. Any person who falls in one of these exempt categories could request referral.

S. 2986
(Introduced by Senator Scott and others)

3. Generally similar to H.R. 16311.

S. 3433
(Introduced by Senator Harris and others)

3. *Referral to State or local agency.*—Whenever, in the opinion of the Secretary, an applicant for or recipient of assistance would be likely to be benefited by social, rehabilitative, or other services available from an agency of a State or a political subdivision thereof, he would refer the individual to the appropriate agency.

Work incentive through earnings exemption.—In determining an individual's income, there must be disregarded: (1) expenses which may reasonably be attributed to the earning of income; and (2) the first \$75 of monthly earnings plus one-third of additional income (with an overall limit that the earnings disregarded cannot exceed one-third of the "minimum living requirement").

Child care and other social services.—State welfare agencies would be required to provide child care and other social services to assistance recipients as under present law.

Work incentive through earnings exemption.—In determining income, the Secretary would be required to disregard the first \$75 of income earned in a month, one-half of the next \$150 earned, and one-fourth of the remainder.

COMPARISON OF PRESENT LAW WITH

	Present Law	H.R. 16311 Family Assistance Act of 1970
<p>3. Work incentive features for families—continued.</p>	<p>may receive a monthly training allowance of up to \$30 in addition to their welfare payment. Once placed in regular employment after training, these persons are eligible for the earnings exemption discussed above.</p> <p><i>Special work projects.</i>—Persons not placed in employment or who are not appropriate for employment training are placed in special work projects under public agencies or nonprofit private agencies organized for a public service purpose. The employee is paid wages just as other employees; wages must be at least as high as the sum of (1) the amount formerly received in welfare plus (2) 20 percent of the wages. The employer bears part of the cost of the wages, and the welfare agency pays the employer an amount equal either to the former welfare payment or 80 percent of the wages, whichever is smaller; each employee must be reevaluated at least every 6 months for placement in training or regular employment.</p> <p><i>Refusal to accept training or employment.</i>—If a person refuses to accept work or undertake training without good cause, the welfare agency is informed and, unless the person returns to the program within 60 days, his welfare payment is terminated. Protective and vendor payments are continued, however, for the dependent children.</p>	<p>garded. For purposes of the <i>State supplementary payment</i>, States would have to disregard (1) one-third of additional earnings up to twice the amount the monthly family assistance payment would be if the family had no income (for a family of 4, one-third of earnings between \$60 and \$327 monthly), and (2) one-fifth of earnings above that amount. These earned income exemption formulas result in total assistance payments generally very close to those under existing law.</p> <p><i>Special work projects</i> are authorized but not required; the financing mechanism of existing law is eliminated.</p> <p><i>Refusal to register or to accept training or employment.</i>—If a person without good cause refuses to register, accept work, or undertake training, his portion of the family assistance payment would be terminated. The balance of the payment may be made to a person outside the family, where appropriate, under a protective payment arrangement.</p>

PROPOSED LEGISLATION—Continued

S. 1806
zIntroduced by Senator Goodell

S. 2986
zIntroduced by Senator Scott and
others

S. 3433
zIntroduced by Senator Harris and
others

Refusal to accept training or employment.—If a person refused to accept work or undertake training without good cause, the welfare agency would be informed and, unless the person returned to the program within 60 days, his welfare payment would be terminated. Protective and vendor payments would be continued, however, for the dependent children.

Refusal to accept training or employment.—The bill does not contain a general provision to terminate assistance to a person who refuses to accept work or undertake training. However, under the bill assistance could not be terminated if work or training is refused by a person (1) if the job is vacant due to a labor dispute, if the wages are lower than prevailing or minimum wages, if the hours and working conditions are less favorable than those prevailing, or if the individual would have to refrain from joining a labor organization; (2) unless the Secretary of Labor finds that the training program would prepare the person for a suitable job which would be available when training

COMPARISON OF PRESENT LAW WITH

~~S. 1806~~
~~zIntroduced by Senator Goodell~~

Present
~~S. 2986~~
~~zIntroduced by Senator Scott and~~
~~others~~

H.R. 16311
~~S. 3433~~
~~zIntroduced by Senator Harris and~~
~~others~~

3. Work incentive features for families—continued

Welfare of the children.—Federal law prohibits the designation of a mother as appropriate for referral to the Labor Department unless and until suitable day care is provided for her children. The law provides that the day care must meet standards required by the Secretary of Health, Education, and Welfare.

Welfare of the children.—The Department of Health, Education, and Welfare would be required to provide necessary child care services for the children of individuals participating in training or employment.

PROPOSED LEGISLATION—Continued

<p>S. 1806 zIntroduced by Senator Goodellv</p>	<p>S. 2986 zIntroduced by Senator Scott and othersv</p>	<p>S. 3433 zIntroduced by Senator Harris and othersv</p>
		<p>was completed; (3) who is under 16, over 65, physically or mentally unable to work, a child attending school, a woman having in her care a preschool child or a child attending school, or a person caring for an ill member of the household.</p>

COMPARISON OF PRESENT LAW WITH

	Present Law	H.R. 16311 Family Assistance Act of 1970
4. Administration.....	<p data-bbox="568 378 1015 546">4. <i>Aid to families with dependent children.</i>—Program is administered by welfare agencies in States and localities; the Federal Government pays 50% of the cost of program administration.</p> <p data-bbox="568 955 1015 1081"><i>Work and training.</i>—The Labor Department has responsibility for employment training and placement under the Work Incentive Program.</p> <p data-bbox="568 1260 1015 1428"><i>Aid to the aged, blind, and disabled.</i>—Program is administered by welfare agencies in the States and localities; the Federal Government pays 50% of the cost of program administration.</p>	<p data-bbox="1063 378 1510 966">4. <i>Family assistance payments and State supplementary payments.</i>—States would be offered three alternatives: (1) Federal administration of both payment programs; (2) under agreement with the Department of Health, Education, and Welfare, the State could administer both payment programs; or (3) Federal administration of family assistance payments and State administration of State supplementary payments. The Federal Government would pay the full cost of administering the family assistance payments under any alternative; it would pay the full cost of administering the State supplementary payments under the first alternative, but only half of these costs under the second and third alternatives.</p> <p data-bbox="1063 966 1510 1260"><i>Work and training.</i>—The Labor Department would be responsible for development of an individual's employment plan and for implementation of that plan; the Department of Health, Education, and Welfare would have to arrange for child care, while State welfare agencies would have to provide for health care and other supportive social services.</p> <p data-bbox="1063 1260 1510 1533"><i>Aid to the aged, blind, and disabled.</i>—The States could either (1) continue to administer assistance to these groups or (2) enter into an agreement for the Federal Government to perform a part or all of the administrative functions involved in the program. Any Federally performed administration would involve no State cost.</p>

PROPOSED LEGISLATION—Continued

S. 180C
(Introduced by Senator Goodell)

4. Administered by State welfare agencies, under Federal regulations if they wish, or by the Department of Health, Education, and Welfare. In either case, the full cost of administration would be paid by the Federal Government.

S. 2986
(Introduced by Senator Scott and others)

4. Generally similar to H.R. 16311, except that the Federal Government in any case would not provide more than 50% of administrative costs.

S. 3433
(Introduced by Senator Harris and others)

4. Federally administered, directly or by contractual arrangement with State or local governments.

COMPARISON OF PRESENT LAW WITH

Present Law

5. Federal financial participation---

5. *Assistance payments.*—Federal financial participation is based on one of two alternatives, at the State's option: (1) the Federal matching percentage for Medicaid (ranging from 50% to 83%, depending on State per capita income) is applied to *all* expenditures for assistance payments; or (2) Federal matching is based on a formula applied to average assistance payments up to certain limits. Under the second alternative, the State determines the average monthly payment. For *Aid to Families with Dependent Children*, Federal matching applies only to the first \$32; the Federal share is 15/18 of the first \$18 (or less) plus the "Federal percentage" (ranging from 50% to 65%, depending on State per capita income) times the next \$14 (or less).

Aid to the aged, blind, and disabled. Federal matching applies only to the first \$75; the Federal share is 31/37 of the first \$37 plus the "Federal percentage" times the next \$38 (or less).

Employment training.—The Federal Government pays 80% of the cost of employment training under the Work Incentive Program; the 20% State share may be in cash or in kind.

Child care and other social services.—The Federal Government pays 75% of the cost of child care and other necessary social services as part of the comprehensive plan for each family.

Administrative costs.—The Federal Government pays 50% of the cost of program administration.

H.R. 16311
Family Assistance Act of 19705. *Family assistance program.*—

The Federal Government would pay the full cost of benefits and administration.

State supplementary payments.—The Federal Government would pay 30% of the cost of State supplementary payments. There would be no Federal financial participation in (1) payments to families where the father is employed, and (2) the portion (if any) of the supplementary payment which, when added to the family assistance payment, exceeds the poverty level defined in the bill (\$3,720 for a family of four). At the option of the State, the supplementary payment would either be administered by the Federal Government (with no State cost) or by the State (with 50% Federal sharing in the cost of administration).

Aid to the aged, blind, and disabled.—The average monthly assistance payment would be calculated. The Federal Government would pay 90% of the first \$65 and 25% of the remainder up to a limit set by the Secretary of Health, Education, and Welfare.

Employment training.—The Federal Government would pay 90% of the cost of the training program; the 10% State share could be in cash or in kind.

Child care, health care and other supportive social services.—The Federal Government would pay up to the full cost of child care and 90% of the cost of health care and other services to facilitate the participation of individuals in the training program.

Savings provision.—For 2 fiscal years, States would be assured of not incurring additional costs as a result of enactment of the bill.

PROPOSED LEGISLATION—Continued

S. 1806 (Introduced by Senator Goodell)	S. 2986 (Introduced by Senator Scott and others)	S. 3433 (Introduced by Senator Harris and others)
<p>5. <i>Assistance payments.</i>—100% Federally funded.</p> <p><i>Child care and other social services.</i>—75% Federal share.</p> <p><i>Work Incentive Program.</i>—100% Federally funded.</p> <p><i>Maintenance of State and local tax effort.</i>—States and localities would be penalized if they reduced their tax effort as a result of enactment of the bill.</p>	<p>5. <i>Family assistance program.</i>—The Federal Government would pay the full cost of benefits and administration.</p> <p><i>State supplementary payments.</i>—There would be no Federal sharing in families where the father is unemployed; in other cases, the Federal share would be the amount necessary to assure that States would save not less than 10% nor more than 50% of the amount they would have spent on cash assistance programs under present law.</p> <p>At the option of the State, the supplementary payment would either be administered by the Federal Government or by the State (with 50% Federal sharing in the cost of administration).</p> <p><i>Aid to the aged, blind, and disabled.</i>—The average monthly assistance payment would be calculated. The Federal Government would pay 100% of the first \$50, 50% of the next \$15, and 25% of the remainder up to a limit set by the Secretary of Health, Education, and Welfare.</p> <p><i>Employment training.</i>—The Federal Government would pay 90% of the cost of the training program; the 10% non-Federal share would be in cash or in kind.</p> <p><i>Child care, health care and other supportive social services.</i>—The Federal Government would pay 90% of the cost of child care and 75% of the cost of health care and other services to facilitate the participation of individuals in the training program.</p>	<p>5. Wholly Federally financed.</p>

COMPARISON OF PRESENT LAW WITH

	Present Law	H.R. 16311 Family Assistance Act of 1970
<p>6. Effective date.....</p>	<p>6. Each State was required to participate in the Work Incentive Program no later than July 1, 1969.</p>	<p>6. The provision authorizing 100% Federal funds to support child care projects would be effective upon enactment of the bill. All other provisions of the bill would be effective July 1, 1971, with special provision made for States with statutes that would prevent them from complying with the bill at that time.</p>

PROPOSED LEGISLATION—Continued

S. 1806 (Introduced by Senator Goodell)	S. 2986 (Introduced by Senator Scott and others)	S. 3433 (Introduced by Senator Harris and others)
<p>6. The provisions of the bill would be effective July 1, 1972; there would be transitional provisions before then with increased Federal funding for public assistance.</p>	<p>6. The provision authorizing 90% Federal funds to support child care projects would be effective upon enactment of the bill.</p> <p>All other provisions of the bill would be effective January 1 following the fiscal year in which the bill was enacted, with special provision made for States with statutes that would prevent them from complying with the bill at that time.</p>	<p>6. The bill would be effective July 1, 1973; in fiscal years 1971 and 1972 the Secretary would be authorized to enter into agreements with States to administer an assistance program based on 70% of the "minimum living requirement" in fiscal year 1971 and 85% in fiscal year 1972 (or, if higher, the State's applicable needs standard). For States entering into an agreement with the Secretary, the Federal Government would pay 20% in fiscal year 1971 and 50% in fiscal year 1972 of the amount the State would have otherwise paid for assistance under present law, plus the additional costs attributable to the bill.</p>

RECENT COURT DECISIONS AFFECTING WELFARE LEGISLATION

Duration of residence requirements prohibited.—

Under present Federal statute, the Secretary of Health, Education, and Welfare is required to approve State public assistance plans which do not impose duration of residence requirements more stringent than (1) in the case of Aid to Families with Dependent Children, residence of at least one year prior to application for assistance, and (2) in the case of aid to the aged, blind, or disabled, residence during at least five of the previous nine years and during the year preceding the application.

On April 21, 1969, the Supreme Court ruled in three cases (*Shapiro v. Thompson*, *Washington v. Legrant*, and *Reynolds v. Smith*) that it was unconstitutional for any State law to impose a duration of residence eligibility requirement for public assistance. Though the Court was aware of the statutory provisions of Federal law referred to above, it considered them as permitting rather than approving State duration of residence requirements. In any case, the Court argued that even if the Congress did approve the imposition of a duration of residence requirement, "it is the responsive State legislation which infringes Constitutional rights . . . Congress may not authorize the States to violate the Equal Protection Clause." This clause of Amendment XIV to the Constitution prohibits a State from denying to any person within its jurisdiction the equal protection of the laws.

Man-in-the-house rule voided.—On June 17, 1968, the Supreme Court ruled in *King v. Smith* that a State could not consider a child ineligible for Aid to Families with Dependent Children when there was a substitute parent with no legal obligation to support the child. The Court decision was based on its interpretation of Congressional intent as expressed in the Social Security Act and its legislative history. The decision states: "We believe Congress intended the term 'parent' in section 406(a) of the Act . . . to include only those persons with a legal duty of support." In a similar vein, the Supreme Court, in *Lewis v. Martin* (decided April 20, 1970), denied the right of a State, in determining need for assistance, to assume that the income of a man assuming the role of spouse is available to the family.

In *Shapiro v. Solman*, the Supreme Court affirmed a lower court decision prohibiting a State from denying AFDC in a family when there is a stepfather in the house.

Hearing required before assistance can be terminated.—On March 23, 1970, the Supreme Court ruled

in two cases (*Goldberg v. Kelly* and *Wheeler v. Montgomery*) that assistance payments could not be terminated before a recipient is afforded an evidentiary hearing. The decision was made on the Constitutional grounds that termination of payments before such a hearing would violate the Due Process Clause. The Court argued that welfare payments are a matter of statutory entitlement for persons qualified to receive them, and that "it may be realistic today to regard welfare entitlements as more like 'property' than a 'gratuity.' . . . The constitutional challenge cannot be answered by an argument that public assistance benefits are a "privilege" and not a "right." "

State may set maximum on welfare payments to family.—On April 6, 1970, the Supreme Court ruled in *Dandridge v. Williams* that a State may set a limitation on the welfare payment to a family that is lower than the family's needs standard.

Differential assistance payments between New York City and other counties of New York State enjoined.—In August, 1969, the U.S. District Court (New York) in *Rothstein v. Wyman* enjoined New York State from differentiating in amount of welfare paid between New York City and other counties in the State, on the grounds that the differential constituted a violation of the Equal Protection Clause. The case is before the Supreme Court.

Denial of welfare for refusal to allow caseworker in home.—In August, 1969, a U.S. District Court in New York in the case of *James v. Goldberg* ruled, on constitutional grounds, that New York State could not terminate welfare payments to a recipient who refused to allow a caseworker in her home. The decision stated: "This Court cannot with deference to the Fourth Amendment excuse the absence of a search warrant without a showing by those who seek exemption from the constitutional mandate that the exigencies of the situation make that course imperative . . . No such showing has been made herein." This case will be argued before the Supreme Court next term.

Exclusion of employed parents from assistance.—In January, 1970, a U.S. District Court in California affirmed in the case of *Macias v. Finch* the constitutionality of the provisions of Federal law which permit a State to aid the children of an unemployed father while excluding from aid the children of a fully employed father.

In April, 1968, a United States District Court in Georgia ruled in *Anderson v. Schaefer* that a State could not deny welfare to the mother of a dependent child merely because she was fully employed.

Refusal to name putative father not grounds for denial of welfare.—In August, 1969, the U.S. District Court in Connecticut ruled in the case of *Doe v. Shapiro* that a mother's refusal to name the father of her illegiti-

mate child could not result in denial of Aid to Families with Dependent Children. The applicable State regulation was held to be inconsistent with the provision in Federal law that AFDC be "promptly furnished to all eligible individuals" on the grounds that the State regulation imposed an additional condition of eligibility not required by Federal law.

**SUMMARY OF WELFARE REGULATIONS OF THE DEPARTMENT OF HEALTH, EDUCATION,
AND WELFARE HAVING AN IMPACT ON LEGISLATION**

(Note: These regulations were issued January 17 and 18, 1969; in some cases, effective dates were subsequently modified.)

(Title 45 of the Code of Federal Regulations)

Section	Provision	Section	Provision
205.10	<i>Payment of benefits during hearing process; furnishing of lawyers' services.</i> —“When a fair hearing is requested because of termination or reduction of assistance * * * assistance will be continued during the period of the appeal and through the end of the month in which the final decision on the fair hearing is reached * * *. The services of lawyers will be made available to welfare applicants and recipients who desire them in fair hearings * * *. States are not required to pay to the extent that adequate services are available without cost to the State agency.” These regulations become effective July 1, 1970.	220.18	<i>Child care services.</i> —“Child care services, including in-home and out-of-home services, must be available or provided to all persons referred to and enrolled in the Work Incentive Program and to other persons for whom the agency has required training or employment. Such care must be suitable for the individual child, and the parents must be involved and agree to the type of care to be provided.”
205.20	<i>Declaration method of determining eligibility.</i> —By July 1, 1969, “a simplified method for the determination of eligibility must be used on a test basis in selected local units encompassing a significant percentage of the caseload * * *. At least one of the local units will be an urban area.” By January 1, 1970, in the case of Medicaid and aid to the aged, blind, and disabled, and by July 1, 1970, in the case of AFDC, the declaration method must be used Statewide if “the Secretary shall determine that the results from the test basis local units support the overall effectiveness of such a policy on a permanent basis.” The Secretary has not yet determined that test results justify requiring Statewide use of the declaration method. The regulations would consider acceptable a 3 percent rate of incorrect eligibility decisions.	220.35	<i>Referral of “Appropriate” individuals for training and placement.</i> —The regulations require that unemployed fathers and dependent children over 16 not in school or working be referred to the Labor Department. “Any State which refers only these groups will have complied fully with Federal requirements for referring appropriate individuals. No referral will be made to the Manpower Agency for participation under a Work Incentive Program of an individual * * * whose presence in the home is required because adequate child-care services cannot be furnished.”
220.16	<i>Comprehensive plan leading to employment.</i> —Within a year following approval for financial assistance, a plan must be developed for each family on AFDC. The plan must be developed in cooperation with the family, and the family shall have the right to accept or reject a plan.	220.52	<i>Child care and other social services for persons not receiving cash assistance.</i> —The State may provide child care and other social services to: “(1) Families and children who are current applicants for financial assistance. “(2) Families and children who are former applicants or recipients of financial assistance. “(3) Families and children who are likely to become applicants for or recipients of financial assistance, that is, those who: (i) Are eligible for medical assistance, as medically needy persons, under the State’s title XIX plan. (ii) Would be eligible for financial assistance if the earnings exemption granted to recipients applied to them.

Section**Provision**

(iii) Are likely, within 5 years, to become recipients of financial assistance.

(iv) Are at or near dependency level, including those in low-income neighborhoods and among other groups that might otherwise include more AFDC cases, where services are provided on a group basis.”

Section**Provision****233. 100**

Definition of unemployment.—Unemployment is defined in a way that *requires* States with unemployed father programs under AFDC to include “any father who is employed less than 30 hours a week”; the State *may* include “any father who is employed less than 35 hours a week.”

EXCERPTS FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971

Grants to States for Public Assistance: Maintenance Assistance (Cash Welfare Payments) ¹

FEDERAL COSTS (In thousands of dollars)

	1969 actual	1970 estimate	1971 estimate
Maintenance assistance:			
(a) Old-age assistance-----	\$1, 173, 683	\$1, 366, 730	\$1, 456, 646
(b) Aid to the blind-----	52, 019	58, 312	61, 017
(c) Aid to the permanently and totally disabled-----	427, 061	513, 707	575, 987
(d) Aid to families with dependent children-----	1, 714, 221	2, 131, 082	2, 540, 683
(e) Emergency assistance-----	2, 583	10, 982	12, 321
(f) State and local administration-----	230, 764	280, 367	307, 897
Total-----	3, 600, 331	4, 361, 180	4, 954, 551

Maintenance assistance.—Maintenance payments to recipients are to provide needy persons—dependent children deprived of parental support or care, the aged, blind, and the disabled—with income to supplement their own resources and other programs for the costs of food, shelter, clothing, and other necessary items of daily living. In certain cases, payments may be made on their behalf to another person: for example, protective payments on behalf of aged recipients unable, because of mental conditions, to manage funds; payments for foster care provided certain children under the aid to families with dependent children program; and vendor payments for institutional services in intermediate care facilities provided to persons in need of personal care short of skilled nursing home care. Also shown separately as a maintenance assistance activity is the cost of State and local administration, including the cost of eligibility determination.

The 1967 amendments to the Social Security Act included provision for payments to intermediate care facilities, licensed under State law, for care provided under the programs of old-age assistance, aid to the blind, and aid to the permanently and totally disabled. Another provision of these amendments was for emergency assistance to families with dependent children (including migrant families) in danger of destitution.

For 1971, total expenditures for maintenance assistance from Federal, State, and local sources are estimated at \$8,769 million; the Federal share amounts to \$4,955 million which is 57% of the total. Maintenance payments

total \$8,110 million, of which the Federal share is \$4,647 million, or 56%. The remainder of \$658 million, of which \$308 million is the Federal share, represents the cost of State and local administration.

Of the Federal funds required for maintenance payments for 1971, almost 55% is for needy families with dependent children and slightly less than a third is for the aged.

All maintenance assistance programs and the cost of State and local administration will require larger amounts in 1971 than in 1970. Of the total increase in Federal requirements of \$593,371 thousand for 1971 over 1970, aid to families with dependent children accounts for about two-thirds; old-age assistance, for one-seventh; aid to the permanently and totally disabled, and State and local administration each account for about one-tenth; and aid to the blind and emergency assistance combined for the remaining less than 1 percent.

Some of the provisions of the Social Security Act Amendments of 1967 that became mandatory on July 1, 1969, will affect recipients and payments in both 1970 and 1971. In the aid to families with dependent children program these amendments include: (1) the work incentive provision for disregarding the first \$30 per family of earned income plus one-third of the balance of earnings in determining need; (2) the requirement that States update the prices of the items included in their assistance standards; and (3) that all State programs include foster care for specified children.

Provisions for determining the Federal share of maintenance payments.—Grants to States for maintenance pay-

¹ Budget Appendix, p. 437ff.

EXCERPTS FORM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

ments are available to the States under the following titles of the Social Security Act:

Old-Age Assistance (title I).
 Aid to the Blind (title X).
 Aid to the Permanently and Totally Disabled (title XIV).
 Aid to the Aged, Blind, or Disabled (title XVI).
 Aid to Families With Dependent Children (title IV).
 Emergency Assistance (title IV).
 General Provisions (title XI, secs. 1118, 1119, and 1121).

The Federal share of money payments to or on behalf of recipients may be determined by either applying the Federal medical assistance percentage (limited to States with a title XIX program) or application of the formulas included in the specific titles of the Social Security Act. The latter provide, in the adult categories, a Federal share of thirty-one thirty-sevenths of the first \$37 of the average monthly payment per recipient and five-sixths of the first \$18 per recipient of aid to families with dependent children. They also provide a Federal share of the balance of the average monthly payment, up to a maximum of \$75 per recipient in the categories for adults and up to \$32 per recipient (\$100 per child in foster care) in aid to families with dependent children, which varies according to the per capita income of the States, and ranges from

50% to 65%. The Federal share of emergency assistance is 50%. The medical assistance percentage which a State with a title XIX program may apply to determine the Federal share of the full amount of maintenance payments (no maximum) ranges from 50% to 83%, except for emergency assistance for which the Federal share is 50%.

Intermediate care facilities.—The Federal share of payments to or on behalf of recipients in intermediate care facilities under the adult categories may be determined either by applying the Federal medical assistance percentage or by applying the formulas for maintenance payments specified above for the titles of the Social Security Act for the programs for adults. All but a few States use the Federal medical assistance percentage which ranges from 50% to 83%. There is no Federal financial participation for intermediate care facilities furnished under aid to families with dependent children.

Statistical data on maintenance payments, by category, follow:

(a) *Old-age assistance.*—The average monthly number of money payment recipients for 1971 is estimated to increase 1.1% over 1970. The estimated average monthly maintenance payment is \$2.75 more than that estimated for 1970.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	2, 023, 200	2, 071, 600	2, 094, 400
Average monthly payment.....	\$69. 70	\$75. 65	\$78. 40
Expenditures for maintenance payments:			
Total, Federal, State, and local (thousands).....	\$1, 693, 729	\$1, 880, 380	\$1, 970, 655
Federal share (thousands).....	1, 124, 132	1, 202, 215	1, 257, 912

The estimated 1971 Federal share of payments to vendors for institutional services in intermediate care facilities for physically and mentally limited aged persons will increase \$34,219 thousand over 1970. This increase

is more than 38% of the total increase in Federal funds for old-age assistance. By the end of 1971, 29 States—about the same number as in 1970—are expected to have elected such facilities.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	58, 500	103, 200	114, 100
Average monthly payment.....	\$207. 60	\$233. 30	\$247. 15
Expenditures for intermediate care facilities;			
Total, Federal, State, and local (thousands).....	\$78, 047	\$277, 006	\$338, 450
Federal share;			
Amount (thousands).....	49, 552	164, 515	198, 734
Percent of total.....	63. 5	59. 4	58. 7

Federal financial participation first became available Jan. 1, 1968, for States operating under approved plans.

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

(b) *Aid to the blind.*—The average monthly number of money payment recipients for 1971 is estimated at 82,600, slightly more than the number in 1970. The estimated average monthly maintenance payment is \$2.70 more than the estimate for 1970.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	80,000	81,900	82,600
Average monthly payment.....	\$91.05	\$96.40	\$99.10
Expenditures for maintenance payments:			
Total, Federal, State, and local (thousands).....	\$87,478	\$94,816	\$98,218
Federal share (thousands).....	51,508	56,064	58,231

The Federal share of payments to vendors for institutional services in intermediate care facilities for recipients is estimated to be \$538 thousand greater in 1971 than in 1970. About 27 States—the same number as in 1970—expect to be making payments to intermediate care facilities in 1971.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	600	1,500	1,600
Average monthly payment.....	\$240.90	\$240.60	\$253.16
Expenditures for intermediate care facilities:			
Total, Federal, State, and local (thousands).....	\$877	\$3,932	\$4,923
Federal share:			
Amount (thousands).....	511	2,248	2,786
Percent of total.....	58.3	57.2	56.6

Federal financial participation first became available Jan. 1, 1968, for States operating under approved plans.

(c) *Aid to the permanently and totally disabled.*—The average monthly number of money payment recipients for 1971 is estimated to be 7.7% more than for 1970. The estimated average monthly maintenance payment for 1971 is \$4.75 more than for 1970.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	710,242	802,200	863,600
Average monthly payment.....	\$81.65	\$86.35	\$91.00
Expenditures for maintenance payments:			
Total, Federal, State, and local (thousands).....	\$696,780	\$832,662	\$945,519
Federal share (thousands).....	417,873	485,680	542,638

The Federal share of expenditures to vendors for institutional services in intermediate care facilities for permanently and totally disabled recipients is estimated to increase by \$5,322 thousand from 1970 to 1971. In 1971 26 States are expected to make such payments—about the same number as in 1970.

	1969 actual	1970 estimate	1971 estimate
Average monthly number of recipients.....	9,500	17,900	19,200
Average monthly payment.....	\$238.00	\$235.60	\$255.20
Expenditures for intermediate care facilities:			
Total, Federal, State, and local (thousands).....	\$15,918	\$49,089	\$58,675
Federal share:			
Amount (thousands).....	9,188	28,027	33,349
Percent.....	57.7	57.1	56.8

Federal financial participation first became available Jan. 1, 1968, for States operating under approved plans.

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

(d) *Aid to families with dependent children.*—The average monthly number of recipients—children (excluding foster care) and adults—to be aided during 1971 is expected to reach 7,988,100. The number of recipients covered by the appropriation request for 1971 is 890,500 more than that estimated for 1970. The average monthly money payment per recipient is expected to be \$47.95 in 1971, an increase of \$3.15, or more than 7%.

Average monthly number of recipients:	1969 actual	1970 estimate	1971 estimate
Families	1, 521, 600	1, 785, 900	2, 009, 800
Recipients	6, 076, 100	7, 097, 600	7, 988, 100
Children	4, 522, 260	5, 247, 200	5, 913, 500
Average monthly payment per recipient	\$42. 40	\$44. 80	\$47. 95
Expenditures for maintenance payments:			
Total, Federal, State, and local (thousands)	\$3, 091, 803	\$3, 816, 365	\$4, 599, 753
Federal share (thousands)	1, 704, 099	2, 101, 514	2, 504, 341

The Federal share of payments on behalf of specified children to foster homes and institutions is estimated to increase by almost \$6,800 thousand, or about 23%, from 1970 to 1971. Beginning July 1, 1969, States were required

to include payments for foster care under limited, specified conditions as part of their aid to families with dependent children programs.

Payments for foster care:	1969 actual	1970 estimate	1971 estimate
Total (thousands)	\$19, 283	\$54, 669	\$69, 645
Federal share (thousands)	10, 122	29, 568	36, 342

(e) *Emergency assistance.*—The appropriation request includes \$12.3 million for grants to States to provide emergency assistance for maintenance needs of families with children in crisis situations. The program may be used before the process of eligibility determination for and authorization of aid, to families with dependent children can be completed, for families not eligible for aid to families with dependent children, and for migrants. Examples of crisis situations include imminent eviction, loss of utility service because of nonpayment, and ex-

haustion of food supplies. Federal funds are made available to encourage and enable States to act promptly and effectively in such situations.

Federal financial participation is available at the 50% rate in emergency assistance payments for periods not to exceed 30 days in any 12-month period. Assistance provided may be in the form of money payments to the individual to meet maintenance needs or vendor payments for food, clothing, rent, utilities, medical care, or other items.

Expenditures for payments, including medical vendor payments:	1969 actual	1970 estimate	1971 estimate
Total, Federal, State, and local (thousands)	\$5, 167	\$21, 955	\$24, 642
Federal share (thousands)	2, 583	10, 982	12, 321

(f) *State and local administration.*—The Federal share of the cost of State and local administration is 50%. Federal funds for State and local administration are estimated to increase by \$27,530 thousand, or 9% in 1971 over 1970. Funds requested under this activity are used to meet the costs of administration of State and local welfare agencies. Generally included in the activity are: the costs of seeing the client in order to determine eligibility for maintenance payments and eligibility for

Medicaid for categorically needy persons who are not eligible for maintenance payment. Also included are the costs of validating eligibility; the costs of personnel not dealing directly with public assistance clients, such as State and local personnel engaged in program direction and management; personnel and equipment required for the sizable task of making monthly payments to millions of recipients; all staff engaged in providing services to the welfare agencies; e.g., recruiting personnel and

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

arranging for office space; and some costs of travel, communications, etc. Costs of office space and costs of automatic data processing equipment are usually covered under this activity.

The increase from 1970 to 1971 is to finance additional staff and increased salary costs of non-social service staff. The number of recipients for whom checks must be

written and the number of vendor payments made will be higher in 1971 than in 1970. For example, there will be more protective payments under the program of aid to families with dependent children and more vendor payments made to intermediate care facilities.

The cost of State and local administration is shown below.

	1969 actual	1970 estimate	1971 estimate ^e
Total (thousands).....	\$461, 528	\$560, 734	\$658, 038
Federal share (thousands).....	230, 764	280, 367	329, 019

Work Incentive Program¹

[In thousands of dollars]

	1969 actual	1970 estimate	1971 estimate
1. Training and incentives:			
(a) On-the-job training.....	\$791	\$900	\$1, 800
(b) Institutional training.....	21, 740	66, 400	99, 400
(c) Work experience and orientation.....	5, 037	9, 150	12, 960
(d) Work projects.....	55	800	2, 400
(e) Employability planning, job development, and followup.....	3, 428	12, 860	18, 000
(f) Program direction and evaluation.....	2, 105	6, 000	7, 300
2. Child care.....	4, 218	31, 307	77, 250
Total.....	37, 374	127, 417	219, 110

The 1967 amendments to the Social Security Act authorize a Work Incentive (WIN) program designed to encourage and promote the employment, work experience, and training of public assistance recipients, primarily those receiving support from the Aid to Families with Dependent Children program. Training and incentives are administered by the Department of Labor, child care by the Department of Health, Education, and Welfare. The proposed Family Assistance Plan includes provisions for training and child care which will replace WIN upon enactment.

1. *Training and incentives.*—Each activity below includes costs of training, incentives, and related program services.

(a) *On-the-job training.*—This activity provides costs of on-the-job training both regular and full cost. Included in this activity are supervision, counseling, vocational training, and all other manpower services required to rehabilitate welfare clients through on-the-job training.

(b) *Institutional training.*—This activity provides for classroom training, vocational education, and workshop training in clerical, service, and semiskilled to skilled occupations, vestibule training, and employment preparation. In addition, remedial education is provided to many participants.

(c) *Work experience and orientation.*—This activity includes work sampling and internship, paraprofessional training, and orientation. The emphasis of work experience programs is on the development of basic work habits, exploration of various occupational fields, and gaining knowledge of the world of work. Orientation provides training in basic employment skills along with vocational counseling and testing. During the orientation period, an employability plan is developed for each person which is designed to lead that individual to permanent employment. Upon completion of the orientation period, some persons will go directly into employment and others will go into some phase of institutional or on-the-job training.

¹ Budget Appendix, pp. 442-443.

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

(d) *Work projects.*—The Secretary of Labor is authorized to enter into agreements with public agencies and private nonprofit agencies organized for a public purpose for special work projects to employ those persons for whom jobs in the regular economy cannot be found at the time and for whom training may not be appropriate. Funds were appropriated for these agreements for 1969 only for the employers' share for the first full-year (1969) cost of wage payments under these projects. In subsequent years more extensive manpower supportive services are provided to enrollees in this component.

(e) *Employability planning, job development, and followup.*—This activity provides for the costs of continued assessment, counseling, coaching, job development, and employability planning, as well as regular and intensive followup of employed enrollees to assure that once a person is placed in a job he stays on the job.

(f) *Program direction and evaluation.*—This activity provides for the program development, evaluation, and administration of the WIN program by the Department of Labor.

The tables below show workload data for WIN training and incentives:

	1969 actual	1970 estimate	1971 estimate
Number of States participating (includes District of Columbia, Guam, Puerto Rico, and Virgin Islands)	38	54	54
Overall enrollment:			
Beginning of year	0	66,000	100,000
New enrollees	80,900	133,000	180,000
Terminées	14,900	99,000	145,000
End of year	66,000	100,000	135,000
Average enrollment (man-years) by component:			
On-the-job training	500	600	1,200
Institutional training	11,500	33,200	49,700
Work experience and orientation	2,900	5,200	7,400
Work projects	300	2,000	6,000
Subtotal, training and work experience	15,200	41,000	64,300
Employability planning, job development, and followup	13,300	39,000	53,200
Total	28,500	80,000	117,500

2. *Child care.*—This activity provides for child care for children of WIN enrollees. An estimated 45% of the average enrollees in 1971 are mothers who are unable to provide child care for their children while they are undergoing training. Therefore, unless child care is provided, approximately one-half of the enrollees would be unable to accept the training to upgrade their employability.

In addition, child care is provided for the children of employed former WIN enrollees until such time as other satisfactory child care arrangements can be made or the mothers can pay for the care from their earnings.

Average children in care per mother are expected to rise from about 2 in 1969 and 1970 to 2.5 in 1971.

The tables below show workload data for WIN child care:

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

	1969 actual	1970 estimate	1971 estimate
Average mothers receiving care:			
Enrollees.....	6, 475	34, 130	49, 750
Employed mothers.....	825	13, 161	43, 603
Total.....	7, 300	47, 291	93, 353
Average children receiving care:			
Preschool.....	4, 088	26, 483	65, 348
Schoolage.....	10, 512	68, 099	168, 035
Total.....	14, 600	94, 582	233, 383
(Enrollees).....	(12, 950)	(67, 860)	(124, 375)
(Employed mothers).....	(1, 650)	(26, 722)	(109, 008)
In care end-of-year:			
Mothers.....	28, 500	65, 450	122, 533
Children.....	57, 000	126, 850	300, 057

* * * * *

Federal Aid to the Poor ¹

Category	(In billions of dollars)		
	1969 actual	1970 estimate	1971 estimate
Education.....	\$2. 2	\$2. 3	\$2. 7
Employment assistance.....	1. 6	1. 7	2. 3
Health assistance.....	5. 3	5. 9	6. 4
Maintenance of individuals and families:			
Income assistance.....	15. 1	17. 1	17. 8
Other maintenance assistance.....	1. 6	2. 3	3. 3
Research, demonstration, and other support.....	0. 4	0. 4	0. 4
Total.....	26. 2	29. 7	32. 9

¹ Special Analyses of the Budget, p. 192.

EXCERPT FROM PRESIDENT'S BUDGET FOR FISCAL YEAR 1971—Continued

Federal Outlays for Income Security Programs¹

[In millions of dollars]

	1969 actual	1970 estimate	1971 estimate
Federal outlays for cash benefits:			
Social security (OASDI).....	\$26, 175	\$29, 154	\$32, 897
Federal employee benefits.....	4, 938	5, 800	6, 557
Veterans benefits.....	5, 285	5, 679	5, 846
Public assistance.....	3, 370	4, 081	4, 647
Unemployment trust fund.....	2, 158	2, 713	3, 046
Railroad retirement.....	1, 533	1, 620	1, 695
Other programs.....	49	88	239
Proposed legislation.....		44	552
Subtotal, outlays, cash benefits.....	43, 508	49, 179	55, 479
Federal outlays for in kind benefits:			
Food and nutrition.....	1, 150	1, 530	2, 201
Health care.....	8, 481	9, 711	11, 377
Housing.....	344	476	663
Proposed legislation.....			- 215
Subtotal, outlays, in kind benefits.....	9, 975	11, 717	14, 026
Total, benefit outlays.....	53, 483	60, 896	69, 505
Federal outlays for administration.....	1, 668	1, 920	2, 081
Total, outlays, income security.....	55, 151	62, 816	71, 586

¹ Special analyses of the budget, p. 173.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

(This preliminary report is based upon incompletely edited data from the 1969 AFDC study for all States and jurisdictions except Guam. The survey was made of a sample of approximately 1 percent of the recipients in each State, and findings are inflated to represent all recipients during the study month.)

HIGHLIGHTS OF STUDY

1. In 1969 the typical AFDC family consisted of just 4 persons; 3 children and 1 adult. Only one-third of the families had 4 or more child recipients.

2. Most AFDC families were urban residents. Half of all recipients lived in cities of 100,000 or more; only one-seventh lived in rural areas.

3. Race was not reported for recipients in Puerto Rico and the Virgin Islands. Among all AFDC families in the 50 States and the District of Columbia, 49.2 percent were white, 46.2 percent Negro, 1.3 percent American Indian, 0.7 percent other, and 2.6 percent had race not reported.

4. The typical AFDC family was not a long-term public assistance case. The median length of time since the most recent opening for AFDC was 23 months. Close to 6 in 10 families had never received AFDC at any prior time.

5. AFDC children were most commonly found in the 4 to 12 year age group; relatively few were infants, and very few were age 17 and over. The median age was just under 9 years.

6. About 8 percent of all children under 21 years of age in AFDC homes were not AFDC recipients; they tended to be siblings or cousins of the recipient children who were not themselves eligible for assistance. A high proportion of these nonrecipient children were in the upper teens. The median age of all the nonrecipient children was 12 years.

7. All of the recipient children in two-thirds of AFDC families had the same father and mother. In 31 percent of the families there were 2 or more fathers involved.

8. Thirty-one percent of all child recipients were reported to have been born out of wedlock. Forty-four percent of all AFDC families included 1 or more children born out of wedlock; in almost half of these families there was just 1 child born out of wedlock.

9. In 1969, 92 percent of the families had mothers in the home, but only 18 percent had fathers residing with

the children. A majority of the absent fathers were away from the family following divorce, separation, or desertion; almost half had left the home within the past 3 years. Twenty-eight percent of the fathers were not married to the mother.

10. Nearly all AFDC fathers in the home were either incapacitated or unemployed, but these two groups differed in characteristics. Compared with the incapacitated men, unemployed fathers were generally younger, better educated, and more likely to have been born in a region of the United States outside the South.

11. The median age of mothers in the home was 33.1 years. There was evidence of out-migration from the South by AFDC mothers—considerably more than from any other region, but their reasons for moving were not ascertainable from study data. Over 4 in 10 mothers in the home had been born in the South; however, during the study month only 26 percent of all AFDC families live in the South. About 6 in 10 mothers in the home were known to have formerly lived outside their present State of residence; one-third of these women had migrated from the South. Of all migrating mothers, 72 percent had moved to their present State 5 years or more ago.

12. The median number of years of school completed by AFDC mothers in the home was 10.1. Only 17 percent were known to be high school graduates; about 2 percent had attended college.

13. Just over 6 in 10 AFDC mothers in the home were not currently employable because of incapacity, lack of job skills, or full-time homemaker duties. One-fifth were in the labor force: 14.5 percent were employed and the remainder were looking for work. Another 7.5 percent were either enrolled or awaiting enrollment in a work or training program. Only 24 percent of mothers in the home had never been employed. Previous employment was relatively recent for over one-fourth of the women who had held jobs; they had left their last job during the past 2 years.

14. A sizable majority of all mothers who worked or were enrolled in a work or training program had their

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

children cared for in a private home, most often their own. Babysitters for children from infants to age 14, cared for at home, were usually relatives. Group care was apparently not desired or not available for most of these mothers; this type of facility was used by only 5 percent with children under age 3, 11 percent with children aged 3 to 5, and 3 percent with children aged 6 to 14. About 15 percent of the mothers with children aged 6 to 14 let them look after themselves while the mother was working or being trained.

15. During the previous year, AFDC families had received a large variety of services from welfare agencies. In the area of health related services: over half had been helped to obtain or use medical or dental care; family planning, information, and counseling was furnished to 1 in 5 families without medical referral and to 1 in 10 with medical referral; one-seventh had received services to the physically or mentally handicapped. In the area of work or training: just over half of all families were counseled concerning employment or training for employment; over one-fourth had some member(s) referred for employment or work training; in one-tenth of the families, children had been helped to obtain summer employment or part-time employment during the school year. Children in over one-fourth of all families had been assisted to continue their education. In the area of management and finances, aside from assistance payments, over half of the families had received services to improve their home and financial management, and well over a third had been helped to obtain child support. (For additional details regarding services, see table T.)

TABLES

FAMILY AND HOUSEHOLD

- A. AFDC families by number of adult recipients, 1969.
- B. AFDC families by number of child recipients, 1969.
- C. AFDC families by total number of persons in assistance group, 1969.
- D. AFDC families by total number of persons in household, 1969.
- E. AFDC families by place of residence, 1969.
- F. AFDC families by race of payee, 1969.
- G. AFDC families by time since most recent opening, 1969.

H. AFDC families by time AFDC received prior to most recent opening, 1969.

I. AFDC families by time of first receipt of AFDC, 1969.

CHILDREN

J. AFDC families by parentage of children, 1969.

K. AFDC families with specified number of illegitimate recipient children, 1969.

FATHER OF THE CHILDREN

L. AFDC families by status of father, 1969.

M. AFDC families by whereabouts of father, 1969.

N. AFDC families in which father is absent because of divorce, separation, or desertion, by time father last left home, 1969.

MOTHER OF THE CHILDREN

O. AFDC families by status of mother, 1969.

P. AFDC families with mother in home, by status of mother, 1969.

Q. AFDC families with mother in home, by place of residence before mother last moved into State, 1969.

R. AFDC families with mother in home, by years of schooling completed by mother, 1969.

S. AFDC families with mother in home, by time mother left last job, 1969.

SERVICES

T. AFDC families receiving specified services during previous year, 1969.

TABLE A.—AFDC families by number of adult recipients, 1969

Number of adults	Number	Percent
Total.....	1, 630, 400	100. 0
None.....	157, 300	9. 6
1.....	1, 278, 500	78. 4
2.....	194, 200	11. 9
Unknown.....	400	(¹)

¹ Less than 0.05 percent.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE B.—AFDC families by number of child recipients,
1969

Number of children	Number	Percent
Total	1, 630, 400	100. 0
1	435, 100	26. 7
2	376, 300	23. 1
3	287, 100	17. 6
4	209, 400	12. 8
5	138, 100	8. 5
6	81, 200	5. 0
7	49, 600	3. 0
8	27, 500	1. 7
9	15, 000	. 9
10 or more	10, 900	. 7
Not reported	200	(¹)

¹ Less than 0.05 percent.

TABLE C.—AFDC families by total number of persons in
assistance group

Number of persons	Number	Percent
Total	1, 630, 400	100. 0
1	70, 100	4. 3
2	361, 400	22. 2
3	352, 900	21. 6
4	281, 800	17. 3
5	212, 800	13. 1
6	137, 500	8. 4
7	88, 700	5. 4
8	59, 000	3. 6
9	29, 400	1. 8
10	19, 500	1. 2
11	9, 700	. 6
12	3, 300	. 2
13	1, 500	. 1
14	1, 400	. 1
15 or more	200	(¹)
Unknown	1, 200	. 1

¹ Less than 0.05 percent.

TABLE D.—AFDC families by total number of persons in
household, 1969

Number of persons	Number	Percent
Total	1, 630, 400	100. 0
1	2, 200	. 1
2	208, 100	12. 8
3	313, 800	19. 2
4	299, 100	18. 3
5	253, 700	15. 6
6	186, 500	11. 4
7	133, 000	8. 2
8	89, 200	5. 5
9	54, 200	3. 3
10	36, 200	2. 2
11	21, 600	1. 3
12	11, 400	. 7
13	7, 000	. 4
14	4, 100	. 3
15	3, 000	. 2
16	700	(¹)
17	700	(¹)
18	500	(¹)
19	400	(¹)
Unknown	5, 000	. 3

¹ Less than 0.05 percent.

EMCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE E.—AFDC families by place of residence, 1969

Place of residence	Number	Percent
Total.....	1, 630, 400	100. 0
Resides in this State:		
In SMSA county and within the city limits of a central city of—		
400,000 or more.....	576, 400	35. 4
250,000 to 399,999.....	89, 700	5. 5
100,000 to 249,999.....	130, 700	8. 0
Less than 100,000.....	116, 200	7. 1
Outside of the central city or cities.....	267, 300	16. 4
Not in SMSA county, and—		
In a town or city of 2,500 or more.....	211, 300	13. 0
On a farm.....	33, 400	2. 0
Neither on a farm nor in a town of 2,500 or more.....	199, 000	12. 2
Does not currently reside in this State.....	5, 400	. 3
Not reported.....	1, 000	. 1

TABLE F.—AFDC families by race of payee, 1969

Race	Number			Percent		
	Total	Puerto Rico and Virgin Islands	All other jurisdictions	Total	Puerto Rico and Virgin Islands	All other jurisdictions
Total.....	1, 630, 400	39, 500	1, 590, 900	100. 0	100. 0	100. 0
White.....	783, 200	100	783, 100	48. 0	. 3	49. 2
Negro.....	735, 900	400	735, 500	45. 1	1. 0	46. 2
American Indian.....	21, 000		21, 000	1. 3		1. 3
Other.....	10, 700	100	10, 600	. 7	. 3	. 7
Unknown.....	79, 600	38, 900	40, 700	4. 9	98. 4	2. 6

EMCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE G.—AFDC families by time since most recent opening, 1969

Time	Number	Percent
Total	1, 630, 400	100. 0
Less than 6 months	257, 000	15. 8
6 months but less than 1 year	267, 500	16. 4
1 year but less than 2	315, 500	19. 4
2 years but less than 3	192, 100	11. 8
3 years but less than 4	133, 300	8. 2
4 years but less than 5	92, 400	5. 7
5 years but less than 7	135, 300	8. 3
7 years but less than 10	117, 400	7. 2
10 years and over	118, 000	7. 2
Not reported	1, 900	. 1

TABLE I.—AFDC families by time of first receipt of AFDC, 1969

Time	Number	Percent
Total	1, 630, 400	100. 0
This year	160, 300	9. 8
1 year ago	289, 000	17. 7
2 years ago	190, 700	11. 7
3 years ago	134, 800	8. 3
4 years ago	109, 000	6. 7
5 years ago	96, 100	5. 9
6 years ago	75, 800	4. 6
7 years ago	70, 300	4. 3
8 years ago	67, 400	4. 1
9 years ago	53, 500	3. 3
10 years ago	47, 100	2. 9
11 years ago	49, 600	3. 0
12 years ago	31, 600	1. 9
13 years ago	26, 500	1. 6
14 years ago	26, 400	1. 6
15 years ago	23, 100	1. 4
16 years ago	18, 400	1. 1
17 years ago	11, 800	. 7
18 years ago	10, 800	. 7
19 years ago	12, 300	. 8
20 or more years	34, 800	2. 1
Unknown	91, 100	5. 6

TABLE H.—AFDC families by time AFDC received prior to most recent opening, 1969

Time	Number	Percent
Total	1, 630, 400	100. 0
AFDC received prior to most recent opening for:		
Less than 12 months	179, 300	11. 0
12 months but less than 24	101, 700	6. 2
2 years but less than 5	146, 400	9. 0
5 years but less than 10	89, 700	5. 5
10 years or more	56, 400	3. 5
Length of time unknown	47, 700	2. 9
AFDC not received prior to most recent opening	957, 100	58. 7
Unknown	52, 100	3. 2

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE J.—AFDC families by parentage of children, 1969

Parentage	Number	Percent
Total	1, 630, 400	100. 0
Same mother and same father	1, 101, 300	67. 5
Same mother, but two or more different fathers	468, 300	28. 7
Same father, but two or more different mothers	4, 500	. 3
Two or more different mothers and two or more different fathers	39, 600	2. 4
Unknown	16, 700	1. 0

TABLE K.—AFDC families with specified number of
illegitimate recipient children, 1969

Number of children	Number	Percent
Total	1, 630, 400	100. 0
None	906, 900	55. 6
1	346, 600	21. 3
2	174, 800	10. 7
3	89, 500	5. 5
4	50, 500	3. 1
5	27, 100	1. 7
6	15, 200	. 9
7	10, 200	. 6
8	4, 200	. 3
9	2, 200	. 1
10 or more	1, 300	. 1
Not reported	1, 900	. 1

TABLE L.—AFDC families by status of father, 1969

Status	Number	Percent
Total	1, 630, 400	100. 0
Dead	89, 700	5. 5
Incapacitated	187, 900	11. 5
Unemployed, or employed part time, and—		
Enrolled in work or training program	36, 000	2. 2
Awaiting enrollment after referral to WIN	14, 800	. 9
Neither enrolled nor await- ing enrollment	28, 200	1. 7
Subtotal	79, 000	4. 8
Absent from the home:		
Divorced	223, 600	13. 7
Legally separated	45, 200	2. 8
Separated without court decree	177, 500	10. 9
Deserted	258, 900	15. 9
Not married to mother	454, 800	27. 9
In prison	42, 100	2. 6
Absent for another reason	26, 700	1. 6
Subtotal	1, 228, 800	75. 4
Other status:		
Stepfather case	30, 400	1. 9
Children not deprived of support or care of father, but of mother	14, 400	. 9
Not reported	200	(¹)

¹ Less than 0.05.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE M.—AFDC families by whereabouts of father, 1969

Whereabouts	Number	Percent
Total	1, 630, 400	100. 0
In the home	297, 500	18. 2
In an institution:		
Mental institution	6, 900	. 4
Other medical institution	6, 200	. 4
Prison or reformatory	53, 500	3. 3
Other institution	1, 300	. 1
Not in the home or an institu- tion; he is residing in:		
Same county	311, 300	19. 1
Different county; same State	86, 200	5. 3
Different State and in the United States	128, 100	7. 9
A foreign country	18, 000	1. 1
Whereabouts unknown	630, 600	38. 7
Inapplicable (father deceased)	90, 800	5. 6

TABLE N.—AFDC families in which father is absent because of divorce, separation, or desertion, by time father last left home, 1969

Time	Number	Percent
Total	1, 630, 400	
Absent because of divorce, separation, or desertion	705, 200	100. 0
This year	39, 800	5. 6
1 year ago	124, 900	17. 7
2 years ago	94, 000	13. 3
3 years ago	76, 200	10. 8
4 years ago	54, 300	7. 7
5 years ago	50, 400	7. 1
6 years ago	39, 900	5. 7
7 years ago	34, 500	4. 9
8 years ago	29, 900	4. 2
9 years ago	24, 900	3. 5
10 years ago	20, 800	2. 9
11 years ago	18, 700	2. 7
12 years ago	14, 800	2. 1
13 years ago	13, 000	1. 9
14 years ago	10, 300	1. 5
15 years ago	8, 000	1. 1
16 years ago	5, 100	. 7
17 years ago	7, 000	1. 0
18 years ago	2, 700	. 4
19 years ago	1, 700	. 2
20 years ago	400	. 1
Unknown	33, 900	4. 8
Not absent because of divorce, separation, or desertion	925, 000	
Unknown	200	

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE O.—AFDC families by status of mother, 1969

Status	Number	Percent
Total	1, 630, 400	100. 0
In the home and:		
Employed in regular job full time (35 hours or more per week)	123, 000	7. 5
Employed in regular job part time (less than 35 hours per week)	94, 600	5. 8
Enrolled in work or training program	64, 400	3. 9
Awaiting enrollment after referral to WIN	47, 900	2. 9
Neither employed, enrolled, nor awaiting enrollment, and:		
Physically or mentally incapacitated for employment	224, 100	13. 7
No marketable skills, or suitable employment not available	112, 600	6. 9
Needed in the home full time as homemaker	578, 200	35. 5
None of the above factors applies; she is:		
Actively seeking work	86, 400	5. 3
Not actively seeking work	165, 600	10. 2
Not in the home:		
Dead	38, 600	2. 4
Deserted	53, 000	3. 3
In a medical institution other than mental	2, 700	. 2
In a mental institution	3, 700	. 2
Absent for another reason	35, 500	2. 2
Not reported	100	(¹)

TABLE P.—AFDC families with mother in home, by status of mother, 1969

Status	Mother in home	
	Number	Percent
Total	1, 496, 800	100. 0
Employed in regular job full time (35 hours or more per week)	123, 000	8. 2
Employed in regular job part time (less than 35 hours per week)	94, 600	6. 3
Enrolled in work or training program	64, 400	4. 3
Awaiting enrollment after referral to WIN	47, 900	3. 2
Neither employed, enrolled, nor awaiting enrollment, and:		
Physically or mentally incapacitated for employment	224, 100	15. 0
No marketable skills, or suitable employment not available	112, 600	7. 5
Needed in home full time as homemaker	578, 200	38. 6
None of the above factors applies; she is:		
Actively seeking work	86, 400	5. 8
Not actively seeking work	165, 600	11. 1

¹ Less than 0.05.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE Q.—AFDC families with mother in home, by place of residence before mother last moved into State, 1969

Former place of residence	Mother in home	
	Number	Percent
Total	1, 496, 800	100.0
Mother formerly lived elsewhere ..	885, 200	59.1
Census division:		
New England	15, 800	1.1
Middle Atlantic	42, 600	2.8
East North Central	52, 500	3.5
West North Central	28, 100	1.9
South Atlantic	136, 200	9.1
East South Central	96, 600	6.5
West South Central	84, 100	5.6
Mountain	35, 100	2.3
Pacific	30, 100	2.0
Puerto Rico and Virgin Islands ..	68, 900	4.6
Other U.S. territory	600	(¹)
Latin America	8, 100	.5
Other foreign country	20, 700	1.4
Unknown	265, 800	17.8
Mother never lived in another State or country	611, 600	40.9

¹ Less than 0.05 percent.

TABLE R.—AFDC families with mother in home, by years of schooling completed by mother, 1969

Years of schooling completed	Mother in home	
	Number	Percent
Total	1, 496, 800	100.0
Elementary school:		
Less than 5th grade (including none)	127, 000	8.5
5th to 7th grade	170, 300	11.4
8th grade	161, 500	10.8
High school:		
1st to 3rd year	481, 000	32.1
High school graduate	253, 100	16.9
College:		
1st to 3rd year	32, 400	2.2
College graduate	2, 800	.2
Unknown	268, 700	18.0

EMCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATIOB, AND WELFARE

TABLE S.—Number of AFDC families with mother in home,
by time mother left last job, 1969

Time	Mother in home	
	Number	Percent
Total	1, 496, 800	100. 0
Not now employed; previously employed	921, 200	61. 5
This year	78, 500	5. 2
1 year ago	166, 900	11. 2
2 years ago	94, 100	22. 7
3 years ago	63, 700	4. 3
4 years ago	43, 200	2. 9
5 years ago	31, 600	2. 1
6 years ago	22, 800	1. 5
7 years ago	19, 800	1. 3
8 years ago	16, 200	1. 1
9 years ago	13, 700	. 9
10 years ago	13, 000	. 9
11 years ago	11, 200	. 7
12 years ago	9, 200	. 6
13 years ago	8, 500	. 6
14 years ago	7, 800	. 5
15 years ago	5, 500	. 4
16 years ago	6, 000	. 4
17 years ago	3, 800	. 3
18 years ago	3, 100	. 2
19 years ago	2, 700	. 2
20 years ago or more	12, 900	. 9
Unknown	287, 000	19. 2
Never employed	357, 900	23. 9
Employed now	217, 600	14. 5
Not reported	100	(¹)

¹ Less than 0.05 percent

TABLE T.—AFDC families receiving specified services during past year, 1969

Type of service	Percent receiving specified service		
	Yes	No	Unknown
Services relating to parent-child relationship or other child adjustment problems.....	26.6	66.8	6.6
Services to obtain or use medical care or dental care.....	55.6	37.5	6.8
Improve home and financial management.....	54.2	39.9	5.9
Counseling, guidance, or other diagnostic services related to employment or training for employment.....	50.9	43.5	5.5
Secure better housing or improve housing conditions.....	36.2	57.6	6.2
Services to assist children to continue their education.....	27.7	65.7	6.6
Referral for employment or work training.....	26.4	68.0	5.6
Emergency services.....	21.1	70.8	8.2
Family planning, information and counseling, <i>without</i> medical referral.....	19.8	71.4	8.8
Family planning, information and counseling, <i>with</i> medical referral.....	9.6	81.3	9.1
Legal services.....	17.2	74.5	8.3
Services relating to marital problems.....	15.9	77.9	6.2
Assist children to participate in recreation, group activities, or camping.....	15.0	77.3	7.8
Services to the physically or mentally handicapped.....	15.0	79.5	5.4
Services to establish paternity of children.....	14.9	80.0	5.2
Services to secure support of children.....	37.5	57.4	5.1
Unmarried mothers services.....	13.8	80.3	6.0
Preschool education.....	11.4	81.5	7.1
Vocational rehabilitation services.....	10.2	82.9	6.9
Adult basic education or high school equivalency.....	9.9	83.0	7.1
Summer employment or part-time employment for children during school year.....	9.8	83.5	6.7
Vocational education.....	9.8	82.9	7.3
Homemaker services.....	5.7	87.6	6.7
Day care services.....	5.7	88.2	6.1
Protective services for neglected or abused children.....	4.9	90.1	5.0
Services for delinquent children.....	4.6	90.0	5.4
Aftercare services following institutional or foster home care.....	2.7	92.0	5.2
Foster care services.....	2.0	93.3	4.7
Adoption services.....	1.3	94.0	4.7
Not specified above.....	3.3	80.3	16.4

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW

TABLE 1.—All public assistance: Expenditures for assistance to recipients, by program and source of funds, fiscal year ended June 30, 1969¹

[Includes vendor payments for medical care]

(Dollars in thousands)

Program	Expenditures from—			
	Total	Federal funds	State funds	Local funds
Total.....	\$10, 630, 932	\$5, 571, 387	\$3, 811, 281	\$1, 248, 264
Federally aided public assistance.....	10, 097, 463	5, 571, 387	3, 478, 667	1, 047, 409
Old-age assistance.....	1, 795, 053	1, 194, 565	521, 838	78, 651
Aid to the blind.....	91, 365	52, 237	32, 915	6, 212
Aid to the permanently and totally disabled.....	749, 691	430, 718	264, 285	54, 687
Aid to families with dependent children.....	3, 189, 053	1, 717, 207	1, 082, 050	389, 796
Medical assistance.....	4, 107, 404	2, 085, 373	1, 515, 026	507, 005
Medical assistance for the aged.....	60, 396	32, 359	20, 422	7, 615
Payments to intermediate care facilities.....	97, 936	55, 645	39, 154	3, 137
Emergency assistance.....	6, 565	3, 282	2, 977	306
General assistance.....	533, 469		332, 614	200, 855
Percentage distribution by program				
Total.....	100. 0	100. 0	100. 0	100. 0
Federally aided public assistance.....	95. 0	100. 0	91. 3	83. 9
Old-age assistance.....	16. 9	21. 4	13. 7	6. 3
Aid to the blind.....	. 9	. 9	. 9	. 5
Aid to the permanently and totally disabled.....	7. 1	7. 7	6. 9	4. 4
Aid to families with dependent children.....	30. 0	30. 8	28. 4	31. 2
Medical assistance.....	38. 6	37. 4	39. 8	40. 6
Medical assistance for the aged.....	. 6	. 6	. 5	. 6
Payments to intermediate care facilities.....	. 9	1. 0	1. 0	. 3
Emergency assistance.....	. 1	. 1	. 1	(²)
General assistance.....	5. 0		8. 7	16. 1
Percentage distribution by source of funds				
Total.....	100. 0	52. 4	35. 9	11. 7
Federally aided public assistance.....	100. 0	55. 2	34. 4	10. 4
Old-age assistance.....	100. 0	66. 5	29. 1	4. 4
Aid to the blind.....	100. 0	57. 2	36. 0	6. 8
Aid to the permanently and totally disabled.....	100. 0	57. 5	35. 3	7. 3
Aid to families with dependent children.....	100. 0	53. 8	33. 9	12. 2
Medical assistance.....	100. 0	50. 8	36. 9	12. 3
Medical assistance for the aged.....	100. 0	53. 6	33. 8	12. 6
Payments to intermediate care facilities.....	100. 0	56. 8	40. 0	3. 2
Emergency assistance.....	100. 0	50. 0	45. 3	4. 7
General assistance.....	100. 0		62. 3	37. 7

¹ Expenditures for assistance include all money payments to recipients, vendor payments for medical care and assistance in kind to, and vendor payments on behalf of recipients for goods and services to meet their maintenance needs. Vendor payments for burial are excluded. Amounts cannot be compared with annual data based on monthly series or with amount of Federal grants to the States.

² Less than 0.05 percent.

Source: Department of Health, Education, and Welfare.

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 2.—All public assistance: Expenditures for assistance to recipients, by source of funds, fiscal year ended June 30, 1969¹

[Amounts in thousands]

State	Total assistance	Federal funds		State funds		Local funds	
		Amount	Percent	Amount	Percent	Amount	Percent
Total	\$10, 630, 932	\$5, 571, 387	52. 4	\$3, 811, 281	35. 9	\$1, 248, 264	11. 7
Alabama.....	134, 646	104, 430	77. 6	30, 184	22. 4	31	(²)
Alaska.....	8, 206	3, 234	39. 4	4, 972	60. 6	-----	-----
Arizona.....	31, 279	23, 237	74. 3	8, 042	25. 7	-----	-----
Arkansas.....	80, 922	62, 928	77. 8	17, 994	22. 2	-----	-----
California.....	1, 924, 562	934, 073	48. 5	719, 267	37. 4	271, 222	14. 1
Colorado.....	103, 173	55, 814	54. 1	36, 378	35. 3	10, 982	10. 6
Connecticut.....	144, 105	64, 251	44. 6	77, 463	53. 8	2, 391	1. 7
Delaware.....	15, 215	8, 766	57. 6	4, 523	29. 7	1, 925	12. 7
Dist. of Col.....	31, 938	16, 596	52. 0	15, 342	48. 0	-----	-----
Florida.....	130, 692	98, 259	75. 2	29, 484	22. 6	2, 949	2. 3
Georgia.....	182, 620	143, 714	78. 7	33, 092	18. 1	5, 813	3. 2
Guam.....	1, 004	480	47. 8	524	52. 2	-----	-----
Hawaii.....	31, 114	13, 446	43. 2	17, 668	56. 8	-----	-----
Idaho.....	19, 276	13, 270	68. 8	6, 006	31. 2	-----	-----
Illinois.....	482, 430	220, 515	45. 7	247, 353	51. 3	14, 563	3. 0
Indiana.....	72, 597	34, 772	47. 9	23, 211	32. 0	14, 614	20. 1
Iowa.....	100, 499	58, 554	58. 3	31, 855	31. 7	10, 091	10. 0
Kansas.....	88, 104	46, 799	53. 1	21, 479	24. 4	19, 826	22. 5
Kentucky.....	146, 311	114, 593	78. 3	31, 718	21. 7	-----	-----
Louisiana.....	220, 209	163, 918	74. 4	56, 291	25. 6	-----	-----
Maine.....	36, 168	24, 355	67. 3	9, 328	25. 8	2, 485	6. 9
Maryland.....	146, 796	72, 990	49. 7	65, 775	44. 8	8, 031	5. 5
Massachusetts.....	459, 445	207, 784	45. 2	242, 294	52. 7	9, 368	2. 0
Michigan.....	426, 520	195, 798	45. 9	206, 251	48. 4	24, 471	5. 7
Minnesota.....	177, 331	96, 017	54. 1	35, 937	20. 3	45, 378	25. 6
Mississippi.....	61, 339	50, 338	82. 1	10, 720	17. 5	282	. 5
Missouri.....	201, 522	134, 171	66. 6	67, 227	33. 4	123	. 1
Montana.....	21, 400	11, 524	53. 8	3, 943	18. 4	5, 932	27. 7
Nebraska.....	45, 200	28, 553	63. 2	11, 588	25. 6	5, 058	11. 2
Nevada.....	12, 748	7, 398	58. 0	3, 664	28. 7	1, 686	13. 2
New Hampshire.....	16, 335	9, 296	56. 9	4, 098	25. 1	2, 941	18. 0
New Jersey.....	230, 032	86, 412	37. 6	92, 457	40. 2	51, 162	22. 2
New Mexico.....	45, 702	33, 317	72. 9	12, 385	27. 1	-----	-----
New York.....	2, 369, 732	979, 213	41. 3	772, 634	32. 6	617, 885	26. 1
North Carolina ³	117, 511	85, 825	73. 0	17, 325	14. 7	14, 361	12. 2
North Dakota.....	22, 080	15, 415	69. 8	5, 523	25. 0	1, 142	5. 2
Ohio.....	320, 027	167, 392	52. 3	138, 786	43. 4	13, 848	4. 3
Oklahoma.....	204, 978	146, 354	71. 4	58, 624	28. 6	-----	-----
Oregon.....	57, 878	31, 633	54. 7	18, 237	31. 5	8, 008	13. 8
Pennsylvania.....	517, 006	243, 228	47. 0	260, 547	50. 4	13, 232	2. 6
Puerto Rico.....	69, 851	30, 195	43. 2	39, 656	56. 8	-----	-----
Rhode Island.....	60, 328	29, 211	48. 4	31, 117	51. 6	-----	-----
South Carolina.....	45, 747	36, 042	78. 8	9, 515	20. 8	190	. 4
South Dakota.....	23, 497	16, 056	68. 3	6, 328	26. 9	1, 114	4. 7
Tennessee.....	100, 357	76, 707	76. 4	18, 406	18. 3	5, 244	5. 2
Texas.....	357, 919	275, 224	76. 9	79, 401	22. 2	3, 294	. 9
Utah.....	32, 430	20, 874	64. 4	11, 556	35. 6	-----	-----
Vermont.....	23, 227	15, 684	67. 5	7, 543	32. 5	-----	-----
Virgin Islands ³	1, 661	681	41. 0	980	59. 0	-----	-----
Virginia.....	57, 286	34, 654	60. 5	13, 938	24. 3	8, 695	15. 2
Washington.....	148, 547	70, 553	47. 5	77, 994	52. 5	-----	-----
West Virginia.....	57, 482	41, 940	73. 0	14, 380	25. 0	1, 162	2. 0
Wisconsin.....	207, 100	111, 180	53. 7	48, 381	23. 4	47, 539	23. 0
Wyoming.....	6, 849	3, 725	54. 4	1, 899	27. 7	1, 224	17. 9

¹ For limitation of data on general assistance see table 12.² Less than 0.05 percent.³ Partly estimated.

Source: Department of Health, Education, and Welfare.

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 3.—Recipients of public assistance and average monthly payment per recipient by program, December of calendar years 1940-69¹

Year	Recipients ² (in thousands)						Average monthly payment per recipient ³					
	Old-age assistance	Aid to the blind	Aid to the permanently and totally disabled ³	Aid to families with dependent children			General assistance ⁵	Old-age assistance	Aid to the blind	Aid to the permanently and totally disabled ³	Aid to families with dependent children	General assistance ⁵
				Families	Total recipients ⁴	Children						
1940	2,070	73	-----	372	1,222	895	3,618	\$20.25	\$25.35	-----	9.85	\$8.30
1941	2,238	77	-----	391	1,288	944	2,068	21.25	25.80	-----	10.20	9.40
1942	2,230	79	-----	349	1,158	851	1,000	23.35	26.55	-----	10.95	11.65
1943	2,149	76	-----	272	916	676	558	26.65	27.95	-----	12.35	14.55
1944	2,066	72	-----	254	862	639	477	28.45	29.30	-----	13.40	15.60
1945	2,056	71	-----	274	943	701	507	30.90	33.50	-----	15.15	16.55
1946	2,196	77	-----	346	1,190	885	673	35.30	36.65	-----	18.10	18.45
1947	2,332	81	-----	416	1,426	1,060	739	37.40	39.60	-----	18.40	20.60
1948	2,498	86	-----	475	1,632	1,214	842	42.00	43.55	-----	20.90	22.40
1949	2,736	93	-----	599	2,048	1,521	1,337	44.75	46.10	-----	21.70	21.25
1950	2,786	97	69	651	2,233	1,661	866	43.05	46.00	\$44.10	20.85	22.25
1951	2,701	97	124	592	2,041	1,523	664	44.55	48.05	46.45	22.00	22.90
1952	2,635	98	161	596	1,991	1,495	587	48.80	53.50	48.40	23.45	23.30
1953	2,582	100	192	547	1,941	1,464	618	48.90	54.05	47.90	23.20	22.05
1954	2,553	102	222	604	2,173	1,639	880	48.70	54.35	48.35	23.25	22.85
1955	2,538	104	241	602	2,192	1,661	743	50.05	55.55	48.75	23.50	23.30
1956	2,499	107	266	615	2,270	1,731	731	53.25	60.00	50.70	24.80	23.45
1957	2,480	108	290	667	2,497	1,912	907	55.50	62.20	52.35	25.40	22.70
1958	2,438	110	325	755	2,486	2,181	1,246	56.95	63.55	53.80	26.65	24.05
1959	2,370	108	346	776	2,946	2,265	1,107	56.70	65.60	54.15	27.30	25.05
1960	2,305	107	369	803	3,073	2,370	1,244	58.90	67.45	56.15	28.35	24.85
1961	2,229	103	389	916	3,566	2,753	1,069	57.60	68.05	57.05	29.45	26.15
1962	2,183	99	428	932	3,789	2,844	900	61.55	71.95	58.50	29.30	26.30
1963	2,152	97	464	954	3,930	2,951	872	62.80	73.95	59.85	29.70	27.45
1964	2,120	95	509	1,012	4,219	3,170	779	63.65	76.15	62.25	31.50	30.50
1965	2,087	85	557	1,054	4,396	3,316	677	63.10	81.35	66.50	32.85	31.65
1966	2,073	84	588	1,127	4,666	3,526	663	68.05	86.85	74.75	36.25	36.20
1967	2,073	83	646	1,297	5,309	3,986	782	70.15	90.45	80.60	39.50	39.40
1968	2,027	81	702	1,522	6,086	4,555	826	69.55	92.15	82.65	42.05	44.70
1969	2,076	80	803	1,876	7,316	5,417	857	74.00	99.10	90.35	45.15	50.05

¹ Includes Puerto Rico and the Virgin Islands, beginning October 1950 (under the 1950 Amendments to the Social Security Act) and Guam, beginning July 1959 (under the 1958 amendments). See also footnotes 3 and 4.

² December of each year.

³ Program initiated October 1960 under the 1950 amendments.

⁴ Children and 1 or both parents or 1 adult caretaker relative other than a parent in families in which the requirements of such adults were considered in determining the amount of assistance; before December 1960 partly estimated.

⁵ Partly estimated. Excludes Idaho beginning September 1957, Nebraska, September 1952-December 1953 and beginning November 1963, Indiana beginning January 1962; data not available.

Source: Department of Health, Education, and Welfare.

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 4.—Amount of public assistance money payments and amount expended per inhabitant, by program, calendar years 1940-69¹

Year	Amount of money payments (in thousands)							Amount of money payment per inhabitant ³						
	Total	Federally aided programs					General assistance	Total	Federally aided programs					General assistance
		Total	Old-age assistance	Aid to the blind	Aid to the permanently and totally disabled ²	Aid to families with dependent children			Total	Old-age assistance	Aid to the blind	Aid to the permanently and totally disabled ²	Aid to families with dependent children	
1940	1,020,115	\$627,906	\$472,778	21,735	-----	133,393	392,209	7.75	4.75	3.60	.15	-----	1.00	2.95
1941	989,397	716,231	540,074	22,856	-----	153,301	273,166	7.45	5.40	4.05	.15	-----	1.15	2.05
1942	956,846	776,408	593,400	24,559	-----	158,449	180,438	7.15	5.80	4.45	.20	-----	1.20	1.35
1943	926,325	815,414	649,970	25,045	-----	140,399	110,912	6.85	6.05	4.80	.20	-----	1.05	.80
1944	940,399	851,051	690,727	25,256	-----	135,068	89,347	7.00	6.35	5.15	.20	-----	1.00	.65
1945	987,934	901,673	725,683	26,515	-----	149,475	86,262	7.40	6.75	5.45	.20	-----	1.10	.65
1946	1,179,318	1,058,921	819,764	30,717	-----	208,440	120,398	8.40	7.55	5.85	.20	-----	1.50	.85
1947	1,480,800	1,316,574	986,366	36,193	-----	294,015	164,226	10.30	9.15	6.85	.25	-----	2.05	1.15
1948	1,730,713	1,532,262	1,128,190	41,284	-----	362,788	198,451	11.80	10.45	7.70	.30	-----	2.45	1.35
1949	2,174,974	1,893,717	1,372,898	48,448	-----	472,371	281,257	14.20	12.40	8.95	.30	-----	3.10	1.85
1950	2,354,485	2,061,700	1,453,917	52,567	\$8,042	547,174	292,786	15.15	13.30	9.35	.35	\$0.05	3.50	1.90
1951	2,279,612	2,085,153	1,427,603	54,473	54,312	548,765	194,459	14.45	13.25	9.05	.35	.35	3.50	1.25
1952	2,311,540	2,142,045	1,462,936	59,536	81,533	538,040	169,495	14.45	13.40	9.15	.35	.50	3.35	1.05
1953	2,374,153	2,222,891	1,513,293	63,601	102,031	543,966	151,267	14.60	13.65	9.30	.40	.65	3.35	.95
1954	2,451,783	2,255,735	1,497,578	65,238	119,791	573,128	196,050	14.75	13.60	9.00	.40	.70	3.45	1.20
1955	2,516,597	2,302,634	1,487,991	67,804	134,630	612,209	213,956	14.90	13.60	8.80	.40	.80	3.60	1.25
1956	2,584,204	2,387,003	1,529,048	72,926	150,142	634,887	197,201	15.00	13.85	8.90	.40	.85	3.70	1.15
1957	2,788,161	2,577,082	1,609,390	78,679	172,170	716,842	211,079	15.90	14.70	9.20	.45	1.00	4.10	1.20
1958	3,068,701	2,765,393	1,647,376	81,455	196,644	839,918	303,308	17.20	15.50	9.25	.45	1.10	4.70	1.70
1959	3,200,768	2,858,719	1,620,715	83,553	217,279	937,172	342,049	17.65	15.80	8.95	.45	1.20	5.15	1.90
1960	3,262,449	2,942,928	1,626,021	86,080	236,402	994,425	319,521	17.70	16.00	8.85	.45	1.30	5.40	1.75
1961	3,409,371	3,057,976	1,568,987	84,506	255,645	1,148,838	351,395	18.20	16.35	8.40	.45	1.35	6.15	1.90
1962	3,510,456	3,220,918	1,566,121	83,856	281,117	1,289,824	289,538	18.45	16.95	8.25	.45	1.50	6.80	1.50
1963	3,646,058	3,368,626	1,610,310	85,122	317,656	1,355,538	277,432	18.90	17.45	8.35	.45	1.65	7.05	1.45
1964	3,815,178	3,544,918	1,606,561	86,189	355,643	1,496,525	270,260	19.50	18.15	8.20	.45	1.80	7.65	1.40
1965	3,992,964	3,732,352	1,594,183	77,308	416,765	1,644,096	260,612	20.20	18.85	8.05	.40	2.10	8.30	1.30
1966	4,303,814	4,051,937	1,630,131	84,708	487,212	1,849,886	251,877	21.55	20.30	8.15	.40	2.45	9.25	1.25
1967	4,931,403	4,608,343	1,698,145	86,950	573,575	2,249,673	323,060	24.45	22.85	8.40	.45	2.85	11.15	1.60
1968 ⁴	5,662,887	5,243,373	1,673,191	87,828	655,792	2,823,841	419,514	27.95	25.85	8.25	.45	3.25	13.95	2.05
1969 ⁴	6,675,780	6,198,692	1,754,669	92,203	788,163	3,563,657	470,390	32.55	30.25	8.55	.45	3.85	17.40	2.30

¹ Before 1943, excludes Alaska and Hawaii.² Program initiated Oct. 1950 under the 1950 amendments.³ Based on population as of Jan. 1, excluding Armed Forces overseas, estimated by the Bureau of the Census.⁴ Total columns include payments made under program for emergency assistance to needy families with children (\$2,445 thousand in 1968, \$6,698 thousand in 1969).

Source: Department of Health, Education, and Welfare.

43

44

45

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 5.—Amount expended per inhabitant for public assistance payments, fiscal year ended June 30, 1969¹

State	Total	Money payments							Payments to intermediate care facilities	Payments to medical vendors
		Total	Old-age assistance	Aid to the blind	Aid to the permanently and totally disabled	Aid to families with dependent children	General assistance	Emergency assistance		
Total	\$51.90	\$29.85	\$8.25	\$0.45	\$3.45	\$15.45	\$2.20	\$0.05	\$0.50	\$21.60
Alabama	38.15	32.35	23.80	.45	2.80	5.25	(²)			5.80
Alaska	29.30	21.65	5.25	.45	2.55	12.50	.75	.15		7.65
Arizona	18.50	17.15	4.45	.30	2.85	8.75	.75			1.30
Arkansas	40.55	29.45	19.90	.75	4.15	4.60	.05	.01		11.10
California	99.00	59.15	19.35	1.10	10.20	26.90	1.60			39.85
Colorado	49.15	32.10	16.05	.10	2.95	12.60	.35		1.90	15.15
Connecticut	48.05	26.25	2.70	.10	2.45	18.65	³ 2.35			21.80
Delaware	28.20	21.45	2.40	.70	2.50	12.90	2.95			6.75
District of Columbia	40.00	30.40	2.70	.25	6.00	18.60	1.55	1.25		9.60
Florida	23.60	16.40	6.45	.30	2.35	6.80	⁴ .45			4.20
Georgia	33.35	26.25	11.85	.50	4.70	8.95	.20		.10	13.05
Guam	9.45	7.85	1.55	.05	.30	5.50	.40			1.60
Hawaii	33.25	23.45	2.55	.10	2.85	15.05	3.45			15.80
Idaho	26.90	17.00	3.60	.15	3.45	9.80	(⁵)			9.90
Illinois	43.60	24.90	2.60	.15	3.25	15.90	3.00		1.75	16.95
Indiana	14.15	6.75	1.90	.20	.45	4.20	(⁵)			7.40
Iowa	36.15	24.95	10.40	.50	1.45	12.00	⁶ .60			11.20
Kansas	38.00	20.20	5.50	.15	2.50	10.65	1.40	.01	2.50	15.30
Kentucky	45.30	29.55	12.35	.60	3.95	12.60	(⁵)			15.75
Louisiana	58.70	44.85	26.95	.60	3.80	12.35	1.10		.10	13.80
Maine	37.00	21.00	7.10	.20	2.90	9.55	1.25		5.80	10.20
Maryland	39.00	21.80	1.75	.10	3.65	14.45	1.60	.25		17.20
Massachusetts	84.00	39.95	9.40	.75	3.45	23.40	2.85	.10	1.05	43.00
Michigan	48.50	22.95	3.55	.15	2.60	12.85	3.75	(²)	1.15	24.40
Minnesota	47.95	21.05	4.80	.20	2.40	11.45	2.20			26.85
Mississippi	26.00	23.90	13.35	.55	5.00	4.85	⁴ 1.80			2.10
Missouri	43.35	31.20	17.00	.70	3.40	8.40	1.70			12.15
Montana	30.85	14.30	4.00	.25	2.30	6.85	.95			16.55
Nebraska	31.20	13.95	3.80	.25	1.95	7.85	(⁵)	.10	3.90	13.35
Nevada	28.15	12.65	5.05	.40	(⁷)	7.20	(⁵)		.15	15.35
New Hampshire	22.80	15.25	7.80	.45	1.20	4.95	.90			7.50
New Jersey	32.20	24.35	1.75	.15	1.65	19.05	1.70			7.85
New Mexico	46.00	28.40	6.25	.35	5.60	16.15	.10	.02	.65	17.00
New York	129.35	61.75	5.25	.25	3.55	43.25	9.40			67.60
North Carolina ³	22.60	18.15	6.00	.85	4.15	7.05	.10			4.40
North Dakota	35.95	19.05	6.15	.15	3.30	9.25	.25			16.90
Ohio	29.80	18.65	3.95	.20	2.10	9.80	2.55		.95	10.20
Oklahoma	79.85	49.05	25.40	.70	8.55	14.20	.10	.10		30.80
Oregon	28.50	17.10	2.50	.25	2.25	10.90	.80	.40	2.35	9.05
Pennsylvania	43.85	25.90	3.40	1.00	2.15	15.70	3.65			17.95
Puerto Rico	25.40	8.35	1.10	.05	.65	6.45	.15			17.00
Rhode Island	66.30	30.75	2.45	.10	3.50	19.50	4.30	.90	2.40	33.20
South Carolina	17.00	9.55	3.85	.50	2.10	2.95	.20		.05	7.40
South Dakota	35.70	19.45	5.45	.20	1.70	11.95	.20		2.95	13.30
Tennessee	25.15	20.30	7.45	.35	3.90	8.45	⁴ .15			4.85
Texas	32.00	19.55	14.65	.30	1.25	3.20	⁴ .30		1.25	11.15
Utah	31.05	18.70	2.25	.10	2.95	12.40	1.05		2.60	9.70
Vermont	53.05	27.80	8.10	.25	3.90	14.80	⁴ .75		2.75	22.50
Virgin Islands	29.30	15.15	3.10	.05	.60	9.95	1.40			³ 14.15
Virginia	12.25	9.45	1.65	.20	1.30	5.60	.70			2.80
Washington	43.75	24.65	5.35	.15	3.15	12.70	2.85	.40	.85	18.25
West Virginia	31.60	23.10	4.80	.20	2.40	15.05	.65			8.50
Wisconsin	48.95	16.90	3.70	.15	1.25	10.40	1.35	.10		32.05
Wyoming	21.40	15.40	5.90	.10	2.30	6.40	.55	.15		6.00

¹ Based on population as of July 1, 1969, excluding Armed Forces overseas, estimated by the Bureau of the Census.

² Less than \$0.005.

³ Partly estimated.

⁴ Estimated.

⁵ Not reported.

⁶ Incomplete.

⁷ No program.

Source: Department of Health, Education, and Welfare.

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 6.—Proportion, per 1,000, of population receiving public assistance money payments (recipient rates), by State, December 1969¹

[Excludes recipients receiving only vendor payments for medical care]

State	All recipients per 1,000 population		Recipients of old-age assistance per 1,000 population age 65 and over	Recipients of aid to the blind per 100,000 population age 18 and over	Recipients of aid to the permanently and totally disabled per 1,000 population aged 18-64	Children receiving aid to families with dependent children; per 1,000 population under age 18	Recipients of general assistance per 1,000 population under age 65
	Including general assistance	Excluding general assistance					
U.S. average	55	50	105	61	7.2	75	² 5.2
Alabama	73	73	366	86	9.2	75	(³)
Alaska	44	40	223	73	5.6	48	4.1
Arizona	45	42	87	53	7.9	59	2.8
Arkansas	60	59	265	137	10.7	48	.5
California	88	84	182	⁴ 107	15.1	117	4.1
Colorado	55	54	208	15	7.5	65	1.1
Connecticut	40	32	28	12	3.7	60	8.6
Delaware	52	43	49	107	4.4	72	9.9
District of Columbia	63	60	41	39	11.6	110	2.7
Florida	50	47	82	56	6.2	74	3.6
Georgia	72	71	259	114	12.9	87	1.0
Guam	25	23	150	17	1.4	30	1.3
Hawaii	45	38	50	16	4.3	59	6.7
Idaho	⁵ 31	31	52	23	7.1	42	(⁶)
Illinois	46	40	35	24	6.4	78	7.2
Indiana	⁵ 19	19	36	42	1.8	29	(⁶)
Iowa	36	33	69	61	2.0	48	3.4
Kansas	35	32	54	23	4.8	51	3.2
Kentucky	⁵ 66	66	195	104	9.3	82	(⁶)
Louisiana	94	92	410	107	11.1	106	2.3
Maine	59	51	91	36	6.8	75	9.8
Maryland	43	41	30	15	7.6	72	2.0
Massachusetts	57	51	80	72	5.3	85	6.8
Michigan	43	35	50	25	5.1	57	8.6
Minnesota	34	28	54	34	4.8	42	5.8
Mississippi	92	91	341	150	17.8	103	.8
Missouri	57	54	166	⁴ 128	7.2	67	3.3
Montana	31	27	54	40	5.3	39	4.1
Nebraska	⁵ 29	29	45	37	5.2	44	(⁶)
Nevada	⁵ 34	34	129	65		49	(⁶)
New Hampshire	24	20	53	48	2.1	26	4.4
New Jersey	46	44	23	19	3.0	88	⁶ 1.6
New Mexico	70	70	134	64	15.5	93	.2
New York	77	66	46	28	6.7	126	12.8
North Carolina	39	38	96	144	9.2	51	1.1
North Dakota	28	27	59	22	6.4	36	1.0
Ohio	39	33	59	39	4.9	51	6.6
Oklahoma	77	76	262	78	14.6	85	1.2
Oregon	46	44	34	37	4.4	77	2.5
Pennsylvania ⁷	49	42	37	106	4.0	79	8.2
Puerto Rico	⁵ 94	94	136	49	11.1	131	(⁶)
Rhode Island	65	51	38	19	7.6	92	15.8
South Carolina	32	31	102	116	7.0	39	.4
South Dakota	35	34	56	27	4.4	50	1.7
Tennessee	52	51	140	67	10.1	71	1.5
Texas	⁵ 42	42	243	59	3.7	38	(⁶)
Utah	42	40	49	26	10.0	52	2.7
Vermont	⁵ 40	40	87	36	7.4	53	(⁶)
Virgin Islands	42	39	118	21	2.2	59	3.5
Virginia	26	24	33	38	3.0	40	2.2
Washington	47	43	74	20	7.5	65	4.1
West Virginia	66	62	64	47	7.6	111	3.5
Wisconsin	29	24	40	25	3.0	38	4.8
Wyoming	25	23	55	19	4.8	33	1.2

¹ Based on civilian population as of January 1, 1970; estimated by the Bureau of the Census.² Based on data for 46 States. See footnote 5.³ Less than 0.05.⁴ Includes recipients of payments made without Federal participation. Recipients rate excluding these recipients are as follows: California, 105 and Missouri, 113.⁵ Number of persons aided under general assistance program not currently available.⁶ Includes an unknown number of persons receiving medical care, hospitalization, and/or burial only.⁷ Recipient data estimated.

Source: Department of Health, Education, and Welfare.

TABLES AND CHARTS RELATED TO PROGRAMS UNDER EXISTING LAW—Continued

TABLE 8.—Aid to Families with Dependent Children; Status of Father—Results of Studies by the Department of Health, Education, and Welfare in 1961, 1967, and 1969

Status	Percentage distribution		
	1961	1967	1969
Total families.....	100.0	100.0	100.0
Dead.....	7.7	5.5	5.5
Incapacitated.....	18.1	12.0	11.5
Unemployed.....	5.2	5.1	4.8
Absent from the home, total.....	(66.7)	(74.4)	(75.4)
Divorced or legally separated.....	13.7	15.2	16.5
Separated without court decree.....	8.2	9.6	10.9
Deserted.....	18.6	18.2	15.9
Not married to mother.....	21.3	26.8	27.9
In prison.....	4.2	3.0	2.6
Other reason for absence.....	.6	1.4	1.6
Other status.....	2.2	3.0	2.8

TABLE 7.—States assisting children dependent because of their father's unemployment

*California	New Jersey
Colorado	*New York
Delaware	*Ohio
Hawaii	Oklahoma
*Illinois	Oregon
Kansas	*Pennsylvania
Maine	Rhode Island
Maryland	Utah
*Massachusetts	Vermont
Michigan (64 hrs in 2 wks)	Washington
Missouri	West Virginia
Nebraska	

* 35-hour definition of unemployment

TABLE 9.—Population under age 18 and number receiving AFDC money payments by status of father, June of each year, 1940 to date¹

[Recipients in thousands]

Year	Population under age 18	Total children receiving AFDC		Number of children receiving AFDC by status of father ²				
		Number	Number per 1,000 population under age 18	Dead	Absent from the home	Incapacitated	Unemployed	Other ³
1940.....	41,409	835	20	347	253	227	-----	8
1941.....	41,332	946	23	373	304	259	-----	10
1942.....	41,403	952	23	354	325	262	-----	11
1943.....	41,801	746	18	260	269	207	-----	10
1944.....	41,918	651	16	213	247	181	-----	10
1945.....	42,350	647	15	197	257	182	-----	11
1946.....	42,795	799	19	225	334	225	-----	15
1947.....	44,341	1,009	23	262	441	286	-----	20
1948.....	45,547	1,146	25	272	522	327	-----	25
1949.....	46,802	1,366	29	306	648	382	-----	30
1950.....	48,225	1,660	34	350	818	455	-----	37
1951.....	49,865	1,617	32	320	826	435	-----	36
1952.....	51,508	1,527	30	283	808	402	-----	34
1953.....	53,146	1,493	28	255	819	386	-----	33
1954.....	54,874	1,566	29	245	884	404	-----	33
1955.....	56,695	1,691	30	234	982	443	-----	32
1956.....	58,482	1,707	29	210	1,015	451	-----	31
1957.....	60,400	1,831	30	211	1,103	482	-----	35
1958.....	62,305	2,090	34	222	1,278	546	-----	44
1959.....	64,083	2,239	35	217	1,399	571	-----	52
1960.....	65,697	2,322	35	202	1,493	569	-----	58
1961.....	67,127	2,600	39	193	1,658	590	89	71
1962.....	68,624	2,819	41	198	1,774	594	179	74
1963.....	69,966	2,893	41	198	1,856	584	179	76
1964.....	71,276	3,097	43	203	1,990	583	238	83
1965.....	71,657	3,241	45	208	2,130	584	232	87
1966.....	71,903	3,382	47	212	2,282	583	213	92
1967.....	72,010	3,744	52	224	2,558	608	250	105
1968.....	72,125	4,207	58	246	2,956	652	234	119
1969.....	72,069	4,880	68	279	3,515	711	230	144

¹ Beginning with 1961 includes children residing in Puerto Rico, the Virgin Islands, and Guam.

² Based on information obtained from State agencies in October 1942, June 1948, November 1953, February-March 1956, October-December 1958, November-December 1961 and May 1969. Data based on 1942-56 studies adjusted to agree with later classification with respect to coverage of "absent from the home" and "other."

³ Includes children with father in home as caretaker because of death, absence, or incapacity of mother.

Source: Department of Health, Education, and Welfare.

EMCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE 10.—Projections for maintenance assistance under existing law: Fiscal years 1970–75

[Recipients in thousands; dollars in millions]

	1970	1971	1972	1973	1974	1975
Recipients.....	10, 054	11, 029	12, 099	13, 073	14, 047	15, 021
Adult categories.....	2, 956	3, 041	3, 221	3, 305	3, 389	3, 473
Old-age assistance.....	2, 072	2, 094	2, 216	2, 238	2, 260	2, 282
Aid to the blind.....	82	83	83	83	83	83
Aid to the permanently and totally disabled.....	802	864	922	984	1, 046	1, 108
Aid to families with dependent children.....	7, 098	7, 988	8, 878	9, 768	10, 658	11, 548
Total expenditures.....	\$6. 9	\$8. 0	\$9. 2	\$10. 3	\$11. 5	\$12. 8
Adult categories.....	3. 1	3. 4	3. 8	4. 0	4. 2	4. 5
Old age assistance.....	1. 9	2. 0	2. 2	2. 2	2. 3	2. 4
Aid to the blind.....	. 1	. 1	. 1	. 1	. 1	. 1
Aid to the permanently and totally disabled.....	. 8	. 9	1. 1	1. 2	1. 3	1. 4
Intermediate care.....	. 3	. 4	. 4	. 5	. 5	. 6
Aid to families with dependent children.....	3. 8	4. 6	5. 4	6. 3	7. 3	8. 3
Federal expenditures.....	4. 1	4. 5	5. 2	5. 9	6. 6	7. 3
Adult categories.....	2. 0	2. 0	2. 3	2. 5	2. 7	2. 8
Old age assistance.....	1. 2	1. 2	1. 4	1. 4	1. 5	1. 6
Aid to the blind.....	. 1	. 1	. 1	. 1	. 1	. 1
Aid to the permanently and totally disabled.....	. 5	. 5	. 6	. 7	. 8	. 8
Intermediate care.....	. 2	. 2	. 2	. 3	. 3	. 3
Aid to families with dependent children.....	2. 1	2. 5	2. 9	3. 4	3. 9	4. 5
State share.....	2. 8	3. 5	4. 0	4. 4	4. 9	5. 5
Adult categories.....	1. 1	1. 4	1. 5	1. 5	1. 5	1. 7
Old age assistance.....	. 7	. 8	. 8	. 8	. 8	. 8
Aid to the blind.....	. 3	. 4	. 5	. 5	. 5	. 6
Aid to the permanently and totally disabled.....	. 1	. 2	. 2	. 2	. 2	. 3
Aid to families with dependent children.....	1. 7	2. 1	2. 5	2. 9	3. 4	3. 8

Note: Projections based on a continuation of trends for the past 3 years.

Source: Department of Health, Education, and Welfare.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE 12.—Comparison of increase in AFDC rolls with enrollment in work incentive program, fiscal years 1969–71

	1969 actual	1970 estimate	1971 estimate
New enrollees in the work incentive program.....	80, 900	133, 000	180, 000
Net annual increase in families receiving aid to families with dependent children.....	218, 400	297, 000	224, 000
Difference.....	-137, 500	-164, 000	-44, 000

Source: 1971 President's budget.

TABLE 12.—Work incentive program: Use of funds appropriated for fiscal year 1969

[In millions]

Funds	Funds appropriated	Operating budget	Funds actually used in fiscal year 1969
Training and incentives:			
On-the-job training.....	\$22. 1	\$13.5	\$0. 8
Institutional and work experience training.....	58. 6	48. 1	26. 8
Work projects.....	7. 0	3. 0	. 1
Program direction and evaluation.....	5. 3	4. 8	2. 1
Employability planning, job development, and followup.....			3. 4
Subtotal.....	93. 0	69. 4	33. 2
Child care.....	24. 5	22. 6	4. 2
Total.....	117. 5	92. 0	37. 4
Participation:			
Average number of participants:			
On-the-job training.....	(¹)	15, 300	500
Institutional training and work experience.....	(¹)	44, 100	14, 400
Work projects.....	(¹)	10, 000	300
Subtotal.....		69, 400	15, 200
Average number of children receiving child care.....	(¹)	49, 900	14, 600

¹ Not available.

Source: Materials prepared by Department of Labor for Appropriations Committees; 1970 and 1971 President's Budgets

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE 13.—*Current end-of-month enrollment in the work incentive program*

[Thousands of persons]

	Persons actually working or receiving training	Persons awaiting training or employment	Total current enrollment
<i>1968:</i>			
August.....	0.3		0.3
September.....	1.7	0.5	2.2
October.....	4.0	2.2	6.2
November.....	8.8	4.6	13.4
December.....	11.7	7.3	19.0
<i>1969:</i>			
January.....	19.0	14.8	33.8
February.....	24.9	17.2	42.1
March.....	30.1	19.9	50.0
April.....	35.0	21.2	56.2
May.....	39.0	21.5	60.5
June.....	40.6	21.2	61.8
July.....	41.6	21.1	62.7
August.....	41.2	22.5	63.7
September.....	45.1	19.9	65.0
October.....	48.1	18.9	67.0
November.....	50.1	19.5	69.6
December.....	52.1	22.1	74.2
<i>1970:</i>			
January.....	56.0	21.7	77.7
February.....	58.0	21.8	79.8

Source: Department of Labor.

EXCERPTS FROM PRELIMINARY REPORT OF FINDINGS—1969 STUDY OF AID TO FAMILIES WITH
DEPENDENT CHILDREN BY DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

TABLE 14.—*Summary of status of the work incentive program
participants as of Feb. 28, 1970*

Item	Number	Percent
Left program prior to completing employability plan:		
Dropout without good cause.....	10, 182	7. 4
All other reasons.....	33, 665	24. 3
Subtotal.....	43, 847	31. 7
Employed:		
Completed program—graduated.....	10, 309	7. 4
Still in WIN followup status.....	11, 577	8. 4
Special work program.....	787	. 6
Subtotal.....	22, 673	16. 4
In occupational training:		
Institutional, WIN program.....	16, 916	12. 2
OJT, WIN program.....	482	. 4
Other vocational, WIN program.....	754	. 5
Other manpower programs.....	4, 499	3. 2
Subtotal.....	22, 651	16. 3
In preoccupational training:		
Prevocational.....	3, 891	2. 8
General education.....	5, 943	4. 3
Basic education.....	11, 457	8. 3
Work internship.....	607	. 4
Orientation.....	5, 641	4. 1
Subtotal.....	27, 539	19. 9
Awaiting next progressive assign- ment after completing 1 or more components.....	14, 130	10. 2
Applicants waiting 1st program component assignment.....	7, 645	5. 5
Total cumulative enrollment, August 1968 to February 1970.....	138, 485	100. 0

Source: Department of Labor.

TABLE 15.—Number of WIN enrollees removed from welfare rolls and related dollar savings, August 1968–February 1970

Months	Number of persons removed from welfare rolls	Dollar savings	Cumulative		Dollar saved per person
			Number of persons removed from welfare	Dollar savings	
1968:					
August	1	\$135	1	\$135	\$135.00
September	1	135	2	270	135.00
October	12	1,853	14	2,123	154.42
November	130	11,826	144	13,949	90.97
December	111	11,257	255	25,206	101.41
Total 1968	255	25,206			98.85
1969:					
January	192	31,404	447	56,610	163.56
February	505	79,152	952	135,762	156.74
March	491	69,697	1,443	205,459	141.95
April	911	133,886	2,354	339,345	146.96
May	773	96,680	3,127	436,025	125.07
June	1,237	146,798	4,364	582,823	118.67
July	1,261	171,036	5,625	753,859	135.60
August	1,471	171,189	7,096	925,048	116.37
September	1,265	208,002	8,284	1,133,050	164.42
October	1,329	217,223	9,690	1,350,273	163.44
November	864	143,716	10,654	1,493,989	166.34
December	1,161	160,455	11,815	1,654,444	138.20
Total 1969	11,460	1,629,238			142.17
1970:					
January	1,198	173,353	13,013	1,827,797	144.70
February	871	129,459	13,884	1,957,256	148.63
Total August 1968 to February 1970	13,884	1,957,256			140.97

Source: Department of Labor.

11,460
 1,198

 12,658

341
 12

1,927,797

TABLE 16.—Reasons for terminations and dropouts from work incentive program, August 1968 to December 1969—U.S. summary

Reasons for leaving:	Percent distribution
Total.....	100
Full-time employment-program graduates.....	15
Separations without good cause:	
Refused to continue participation.....	12
Cannot locate.....	6
Administrative separation.....	3
Subtotal.....	21
All other reasons:	
Illness.....	12
Pregnancy.....	4
Care for family.....	9
Moved from area.....	9
Returned to welfare.....	5
Institutionalized.....	1
Referred in error.....	1
Transportation problems.....	1
Full-time school.....	1
Entered Armed Forces.....	(1)
Death.....	(1)
Appeal accepted.....	
Other—Not identified.....	20
Subtotal.....	64

(Note: This material was prepared by the Department of Health, Education and Welfare.)

(1) Less than 0.5 percent; not shown by the Committee staff for accuracy.

Source: Department of Labor.

APPENDIX

MATERIAL RELATED TO H.R. 16311

(Note: This material was prepared by the Department of Health, Education, and Welfare; it has not been reviewed by the Committee staff for accuracy.)

TABLE I.—Estimated number of families eligible for family assistance in 1971 by selected characteristics

Total	Families covered	
	Number (thousands)	Percent
Grand total.....	3,900	100
Sex of family head:		
Male.....	2,300	60
Female.....	1,600	40
Race of family head:		
White.....	2,400	62
Nonwhite.....	1,500	38
Region of residence:		
Northeast.....	600	15
North Central.....	800	21
South.....	2,000	50
West.....	500	14
Work experience of family head:		
Worked full time all year.....	1,300	34
Some work experience during year.....	1,500	40
No work during year.....	1,000	26
Number of children in family:		
1.....	1,000	25
2.....	800	20
3.....	600	16
4.....	500	13
5.....	400	10
6.....	600	16
Income of family head (excluding public assistance and veterans pension)		
Under \$500.....	800	20
\$500 to \$999.....	300	8
\$1,000 to \$1,499.....	300	8
\$1,500 to \$1,999.....	400	10
\$2,000 to \$2,499.....	400	10
\$2,500 to \$2,999.....	400	10
\$3,000 to \$3,499.....	400	10
\$3,500 to \$3,999.....	200	5
\$4,000 to \$4,499.....	300	8
\$4,500 to \$4,999.....	200	5
\$5,000 to \$5,999.....	200	5
\$6,000 to \$6,999.....	100	3
\$7,000 plus.....		
Education of family head:		
No education.....	100	3
1 to 8 years.....	1,800	47
9 to 12 years.....	1,800	45
13 plus years.....	200	6

NOTE.—Detail may not add due to rounding.

TABLE II.—Estimated number of male-headed families eligible for family assistance in 1971 by selected characteristics

	Number of families	Percent
Grand total.....	2,300	100
Race of head:		
White.....	1,600	70
Nonwhite.....	700	30
Work experience of family head:		
Worked full time all year.....	1,100	49
Some work experience during year.....	900	40
No work.....	300	11
Number of children in family:		
1.....	500	23
2.....	500	21
3.....	400	16
4.....	300	11
5.....	300	11
6 or more.....	400	18
Income of family head (excluding public assistance and veterans pensions):		
Under \$500.....	300	13
\$500 to \$999.....	100	4
\$1,000 to \$1,499.....	100	4
\$1,500 to \$1,999.....	200	9
\$2,000 to \$2,499.....	200	9
\$2,500 to \$2,999.....	200	9
\$3,000 to \$3,499.....	300	13
\$3,500 to \$3,999.....	200	9
\$4,000 to \$4,499.....	200	9
\$4,500 to \$4,999.....	100	4
\$5,000 to \$5,999.....	200	9
\$6,000 to \$6,999.....	100	4
\$7,000 plus.....		
Education of family head:		
No education.....	100	4
1 to 8 years.....	1,200	52
9 to 12 years.....	800	35
13 plus years.....	200	9

NOTE.—Detail may not add due to rounding.

TABLE III.—Estimated number of female-headed families eligible for family assistance in 1971 by selected characteristics

	Number of families	Percent
Grand total.....	1, 600	100
Race of family head:		
White.....	800	50
Nonwhite.....	800	50
Work experience of family head:		
Worked full time all year.....	200	13
Some work experience during year.....	600	38
No work during year.....	800	50
Number of children in family:		
1.....	500	31
2.....	300	19
3.....	300	19
4.....	200	13
5.....	100	6
6 or more.....	200	13
Income of family head (Excluding public assistance and veterans pensions):		
Under \$500.....	500	31
\$500 to \$999.....	200	13
\$1,000 to \$1,499.....	200	13
\$1,500 to \$1,999.....	200	13
\$2,000 to \$2,499.....	100	6
\$2,500 to \$2,999.....	100	6
\$3,000 to \$3,499.....	100	6
\$3,500 to \$3,999.....		
\$4,000 to \$4,499.....		
\$4,500 to \$4,999.....	200	13
\$5,000 to \$5,999.....		
\$6,000 to \$6,999.....		
\$7,000 plus.....		
Education of family head:		
No education.....		
1 to 8 years.....	600	38
9 to 12 years.....	900	56
13 plus years.....	100	6

TABLE IV.—FAP benefits to families with no income and FAP breakeven point,¹ by family size

Family size	Benefit if family has no income	Breakeven point
2.....	\$1, 000	\$2, 720
3.....	1, 300	3, 320
4.....	1, 600	3, 920
5.....	1, 900	4, 520
6.....	2, 200	5, 120
7.....	2, 500	5, 720
8.....	2, 800	6, 320
9.....	3, 100	6, 920
10.....	3, 400	7, 520
11.....	3, 700	8, 120
12.....	4, 000	8, 720

¹ The breakeven point is the level of family income at which it is no longer eligible for any FAP benefit.

TABLE V.—Nonworking family of 4 receiving family assistance and the amount of State supplement

State	Annual payment	FAP	Annual State supplement
Alabama.....	\$972	\$1, 600	(¹)
Alaska.....	2, 220	1, 600	\$620
Arizona.....	2, 124	1, 600	524
Arkansas.....	1, 140	1, 600	(¹)
California.....	2, 652	1, 600	1, 052
Colorado.....	2, 292	1, 600	692
Connecticut.....	3, 524	1, 600	1, 924
Delaware.....	1, 788	1, 600	188
District of Columbia.....	2, 928	1, 600	1, 328
Florida.....	1, 608	1, 600	8
Georgia.....	1, 596	1, 600	(¹)
Hawaii.....	3, 103	1, 600	1, 503
Idaho.....	2, 880	1, 600	1, 280
Illinois.....	3, 228	1, 600	1, 628
Indiana.....	1, 800	1, 600	200
Iowa.....	2, 928	1, 600	1, 328
Kansas.....	2, 844	1, 600	1, 244
Kentucky.....	2, 244	1, 600	644
Louisiana.....	1, 248	1, 690	(¹)
Maine.....	2, 016	1, 600	416
Maryland.....	2, 196	1, 600	596
Massachusetts.....	3, 684	1, 600	2, 084
Michigan.....	3, 156	1, 600	1, 556
Minnesota.....	3, 468	1, 600	1, 868
Mississippi.....	828	1, 600	(¹)
Missouri.....	1, 560	1, 600	(¹)
Montana.....	2, 436	1, 600	836
Nebraska.....	2, 400	1, 600	800
Nevada.....	1, 724	1, 600	124
New Hampshire.....	3, 084	1, 600	1, 484
New Jersey.....	4, 164	1, 600	2, 564
New Mexico.....	2, 196	1, 600	596
New York.....	3, 756	1, 600	2, 156
North Carolina.....	1, 608	1, 600	8
North Dakota.....	3, 132	1, 600	1, 532
Ohio.....	2, 316	1, 600	716
Oklahoma.....	2, 220	1, 600	620
Oregon.....	2, 628	1, 600	1, 028
Pennsylvania.....	3, 312	1, 600	1, 712
Rhode Island.....	2, 664	1, 600	1, 064
South Carolina.....	1, 140	1, 600	(¹)
South Dakota.....	3, 084	1, 600	1, 484
Tennessee.....	1, 548	1, 600	(¹)
Texas.....	2, 148	1, 600	548
Utah.....	2, 328	1, 600	728
Vermont.....	3, 192	1, 600	1, 592
Virginia.....	2, 856	1, 600	1, 256
Washington.....	3, 648	1, 600	2, 048
West Virginia.....	1, 656	1, 600	56
Wisconsin.....	2, 376	1, 600	776
Wyoming.....	2, 700	1, 600	1, 100

¹ No supplement.

TABLE VI.—Summary of cost changes, current programs versus H.R. 16311, calendar year 1968

[In billions of dollars]

	Total	Family programs	Adult programs
1. Actual 1968 costs:			
Total	\$5.4	\$2.8	\$2.6
Federal	3.2	1.5	1.7
State and local	2.2	1.3	.9
2. Estimated 1968 costs under committee bill:			
Total	8.3	5.3	3.0
Federal, subtotal	6.6	4.5	2.1
Recipients in present categories	4.5	2.4	2.1
“Working poor”	2.1	2.1	
State and local	1.7	.8	.8
3. Changes in cost under committee bill:			
Total	2.9	2.5	.4
Federal, subtotal	3.4	3.0	.4
Recipients in present categories	1.3	.9	.4
“Working poor”	2.1	2.1	
State and local	-.5	-.5	
4. Increased income of recipients under committee bill:			
Total	2.9	2.5	.4
Recipients in present categories	.8	.4	.4
“Working poor”	2.1	2.1	

NOTE.—Detail may not add due to rounding.

TABLE VII.—Estimated gross costs of family assistance plan at different benefit levels,¹ calendar year 1968

[Dollars in billions]

Basic benefit level ²	Federal expenditures			State fiscal relief ³
	Total	Payments to families with children	30 percent matching of supplementals	
\$1,600	\$4.4	\$4.0	\$0.4	\$0.4
\$1,700	4.9	4.5	.4	.4
\$1,800	5.2	4.9	.3	.5
\$2,200	7.4	7.2	.2	.7
\$2,400	8.9	8.7	.2	.8
\$3,000	15.5	13.4	.1	1.0
\$3,600	20.7	20.7		1.2

¹ Cost figures are for families with children only; i.e., they do not include costs of changes in adult categories. Administrative costs are not included.

² The proportion of the \$600 for the first two members to \$300 for additional members in the \$1,600 plan is maintained at the higher benefit levels.

³ Does not include fiscal relief from savings in general assistance programs.

TABLE VIII.—Estimated number of families and persons eligible for family assistance at different benefit levels, calendar year 1971

Basic benefit level ¹	Number of eligible families	Number of eligible persons
\$1,600	3,900,000	20,000,000
\$1,700	4,200,000	21,500,000
\$1,800	4,700,000	24,100,000
\$2,200	6,900,000	34,800,000
\$2,400	8,100,000	41,000,000
\$3,000	12,400,000	60,300,000
\$3,600	16,100,000	76,000,000

¹ Benefit amounts for the third and additional members at higher level plans have approximately the same arithmetic relationship to the benefit amount for the first two persons in the \$1,600 plan.

TABLE IX.—Potential Federal costs under H.R. 16311 compared to existing legislation, 1971-75¹

[In billions of dollars]

	Fiscal year				
	1971	1972	1973	1974	1975
Committee bill:					
Payments to families with children	\$3.8	\$3.8	\$3.7	\$3.6	\$3.5
30 percent matching of State supplementals	.8	.9	1.0	1.2	1.3
Subtotal	4.6	4.7	4.7	4.8	4.8
Federal share of adult category cost	2.7	2.9	3.2	3.4	3.6
Total	7.3	7.6	7.9	8.2	8.4
Existing legislation:					
Federal share of AFDC	2.5	2.9	3.4	3.9	4.5
Federal share of adult categories	2.0	2.3	2.5	2.7	2.8
Total	4.5	5.2	5.9	6.6	7.3

¹ Assumes that, with constant benefit levels, family assistance gross payments decline slightly. Other cost items are assumed to increase at the same rate as they have during the last 3 years. Also assumes that (1) the recent growth in caseload and costs will continue unabated, (2) that the levels of family assistance payments will remain unchanged, and (3) that if the present system were continued the States would be willing to pick up a larger share of these increased costs.

TABLE X.—Potential annual changes in cost under H.R. 16311¹

Item	Annual cost change (millions)
Reduced cost of family assistance plan gross payments	-\$85
Increased cost of 30-percent Federal matching of State supplemental payments	135
Increased costs in adult category program	210
Net annual increase	260

¹ Assumes that the basic benefit level of \$600 for the first 2 family members and \$390 for each additional member in the family assistance plan remains unchanged. For illustrative purposes only, estimates also assume that present trends in public assistance are not changed by the provisions of H.R. 16311.

TABLE XI.—1969 poverty level under H.R. 16311

Family size:	Poverty level
1	\$1,920
2	2,460
3	2,940
4	3,720
5	4,440
6	4,980
7 or more	6,120