

96d Congress }
1st Session }

COMMITTEE PRINT

MATERIAL RELATED TO H.R. 1

WELFARE
PROGRAMS
FOR FAMILIES

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



JULY 21, 1971

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

U.S. GOVERNMENT PRINTING OFFICE

69-514 O

WASHINGTON : 1971

5362-22

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CHARTS AND DESCRIPTION OF H.R. 1

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CHART 1.—FEDERALLY AIDED WELFARE RECIPIENTS UNDER PRESENT LAW AND NUMBER ELIGIBLE UNDER H.R. 1

The Department of Health, Education, and Welfare estimates that 26 million persons will be eligible for Federal welfare benefits in 1973 under H.R. 1 compared with 15 million recipients under present law.

The chart shows the difference in the number of Federally aided welfare recipients under H.R. 1 as compared with present law in fiscal 1973, and also the tremendous growth of the Aid to Families with Dependent Children program since 1967. (The AFDC rolls stood at 5.3 million in 1967, 9.6 million in 1971; it is estimated by the Department of Health, Education, and Welfare that 11.6 million persons will be on the rolls in 1973.)

Of the 11 million recipients who would be added to the Federal welfare rolls under H.R. 1, about 8 million would be persons in families and three million would be aged, blind, or disabled. These statistics do not include an estimated additional 2.1 million welfare recipients who would receive State supplementary payments only (1.2 million people in families and 0.9 million aged, blind, and disabled persons). Thus the Department of Health, Education, and Welfare estimates that a total of about 28 million persons would be eligible for Federal and State welfare benefits in 1973 if H.R. 1 were enacted.

The Department estimates that 13½ million of the 19 million people in families who would be eligible for Federal welfare payments under H.R. 1 would be in the Opportunites For Families (OFF) program administered by the Department of Labor while about 5½ million recipients would be in the Family Assistance Program administered by the Department of Health, Education, and Welfare.

Chart 1

Federally aided welfare recipients under present law and number eligible under H.R. 1

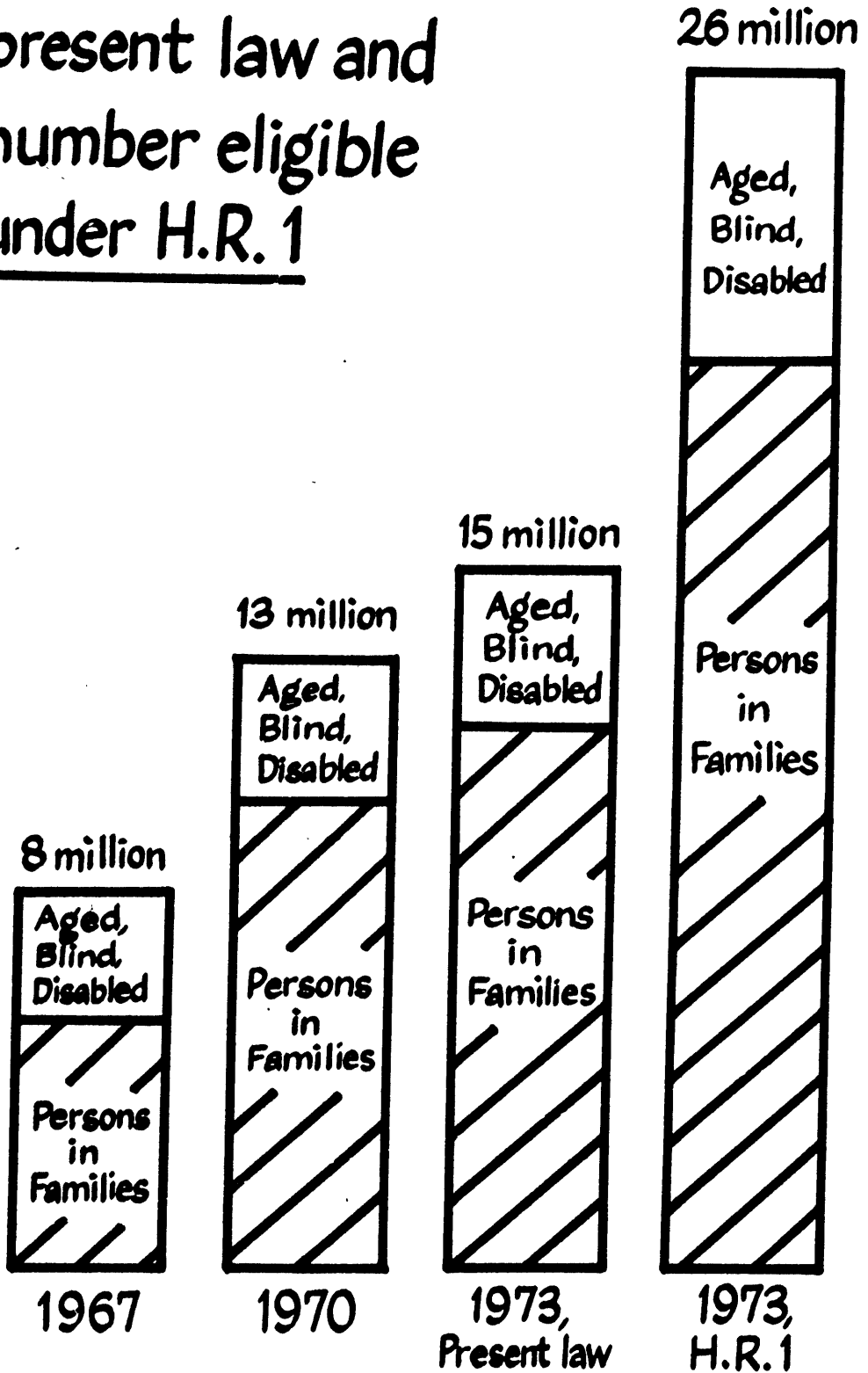


CHART 2.—WELFARE PROGRAMS FOR FAMILIES

Under the present program of Aid to Families with Dependent Children, all families seeking assistance make application with the State welfare agency, which determines their eligibility, makes assistance payments, and refers any family members it finds appropriate to the State employment service for participation in employment or job training under the work incentive (WIN) program. Under H.R. 1 families applying for assistance would be divided into two groups, those including an employable member and those not including an employable member. The determination as to whether or not a family contains an employable member would be made by the Department of Health, Education, and Welfare in accordance with specific criteria set forth in H.R. 1.

Families which included an employable member would apply for assistance under the Opportunities For Families (OFF) program administered by the Department of Labor. A family member would be considered "employable" unless he were exempt from registration for work and training under one of certain specified conditions. Generally, all able-bodied adults—including children 16 and over who are not in school—would be considered employable except mothers of children under 3 (under 6 until June 1974), mothers of families in which the father is registered, and those needed at home to care for a sick or disabled family member.

A family member who was exempt from registration but nevertheless voluntarily registered for work or training would also be considered employable, and his family would accordingly come under the Labor Department OFF program.

Families which contained only members who were exempt from the registration requirement and who did not voluntarily register would apply for assistance under the Family Assistance Plan (FAP) administered by the Department of Health, Education, and Welfare.

The cash assistance provisions of H.R. 1, including benefit levels, are identical for the OFF and FAP programs.

The chart shows the benefit levels which would be payable for families of various sizes with no other income. The benefits payable to families which do have other income would be lower, with the amount of the reduction dependent upon the nature and amount of that other income. Generally, unearned income would cause a dollar-for-dollar reduction while earned income would cause a reduction on a less than dollar-for-dollar basis.

Chart 2

Welfare Programs for Families

- If family includes an employable member (under criteria listed in H.R.1), family is eligible to receive benefits under OFF program administered by Labor Dept.
- If family does not include an employable member, family is eligible to receive benefits under FAP program administered by HEW
- Benefit levels under both programs are the same:

<u>Family size</u>	<u>Payment to family with no other income</u>
2	\$1,600 annually
3	2,000
4	2,400
5	2,800
6	3,100
7	3,400
8 or more	3,600

**CHART 3.—WELFARE PROGRAMS FOR FAMILIES: FEDERAL
ELIGIBILITY STANDARDS**

The present program of Aid to Families with Dependent Children (AFDC) provides assistance only to families in which the father is dead, incapacitated, absent from the home, or (at the State's option) unemployed. For such families, assistance is provided if they meet the eligibility requirements established by each State with respect to such factors as level of income and amount of resources. Under H.R. 1, assistance would be extended to all families, including families in which the father is present, with at least one child under age 18 (or under age 22 and regularly attending school) if they met certain nationally uniform eligibility requirements specified in the bill.

To be eligible for a Federal welfare payment, a family's total countable income would have to be less than \$800 for each of the first two family members, plus \$400 each for the next three members, \$300 each for the next two, and \$200 for the eighth member.

In determining countable income, certain types and amounts of income would be excluded:

\$720 annually in family earnings plus one-third of the remainder;

Subject to certain limits, the earnings of school children, small amounts of earned and unearned income received infrequently or irregularly, and earnings used to obtain child care services required to permit a family member to work or take training;

Assistance based on need, including qualified State supplementary welfare payments but not including veterans' pensions;

Federal or State allowances for training programs under the bill;

Scholarships to cover tuition and fees;

The value of home produce;

One-third of any alimony or support payments; and

Amounts received for providing foster care.

Eligibility would be limited to families with total resources of \$1500 or less. In determining this limitation, the value of the home, household goods, personal effects, and property needed for self-support would, if found reasonable, be excluded. Also, life insurance policies would not be counted if the face value of all policies for each individual were less than \$1500.

A family could not receive assistance under H.R. 1 if the head of the household were a full-time undergraduate or graduate college student.

Individuals who would be required to register for work and training except for an incapacity caused (even in part) by drug or alcohol abuse would be ineligible for assistance unless they were undergoing appropriate treatment for these conditions at approved institutions. This limitation on eligibility would apply only if such treatment were available.

Chart 3

Welfare Programs for Families

Federal Eligibility Standards

- Family must include one child under age 18 (or under age 22 and in school)
- First \$720 of annual earnings and $\frac{1}{3}$ of additional earnings not counted; certain other income exclusions specified
- Countable income must be below specified limits:

<u>Family size</u>	<u>Limit</u>	<u>Family size</u>	<u>Limit</u>
2	\$1,600	6	\$3,100
3	2,000	7	3,400
4	2,400	8 or more	3,600
5	2,800		
- Countable resources must be under \$1,500
- Head of household may not be full time college student
- All family members must apply for any other benefits for which they might be eligible
- Drug addicts and alcoholics eligible only if undergoing any treatment that may be appropriate

CHART 4.—WELFARE PAYMENTS TO FAMILIES: ADMINISTRATIVE PROVISIONS

Present programs of assistance to families with children are administered by State welfare agencies. Under H.R. 1, the Departments of Labor and of Health, Education, and Welfare would be directly responsible for the administration of the Federal welfare programs for families. The bill would require these Departments to prescribe such rules on the filing of applications, the furnishing of evidence and the reporting of changes in family circumstances as is necessary to determine eligibility for and the amount of assistance. The Departments could also require other Federal agencies to furnish any information they had which was needed to verify a family's eligibility or the amount of benefits due.

Families failing promptly to make required reports or to furnish requested evidence would be penalized by \$25 for the first failure, \$50 for the second and \$100 for each failure in excess of two. These penalties would be withheld from the family's assistance payments. At the end of each quarter, each family would be required to submit a report containing information concerning its income and other eligibility factors for that quarter. If the report were not filed within 30 days after the end of the quarter, no further payment to the family could be made until the report was received.

A family's benefit payment would be based on estimated income to be received during a quarter; but benefit entitlement would be based on the actual income it received during the quarter in which welfare payments were made, with further adjustment made for income, if any, above the eligibility limit during the 3 preceding quarters. Any difference between benefits received and benefits to which the family was entitled would represent overpayments or underpayments, with appropriate adjustment in subsequent benefits.

At the time a family initially applied for assistance, it could be paid an advance against future benefits of up to \$100 if it faced a financial emergency and was apparently eligible for assistance.

After a family had received assistance for a continuous period of 24 months, no further payments would be made unless the family filed a new application which would generally have to be processed as though the family were seeking assistance for the first time.

Chart 4

Welfare Payments to Families Administrative Provisions

- Federally administered; HEW, Labor to require such reports and evidence as are needed to establish eligibility; "simple declaration" method precluded
- Penalties of \$25 to \$100 for failure to make required reports or furnish evidence promptly
- Each family must file quarterly income report; welfare cut off if report not filed within 30 days of end of quarter
- Payments based on estimated income for quarter; entitlement based on actual income for quarter. In both cases, adjustment is made for excess income in 3 prior quarters.
- All Federal agencies required to furnish information needed to verify eligibility
- Up to \$100 may be advanced pending verification of eligibility
- Family must reapply after 2 years on welfare

CHART 5.—STATE SUPPLEMENTATION OF FEDERAL WELFARE PAYMENTS TO FAMILIES

The basic Federal levels of assistance established under H.R. 1 (\$2,400 for a family of 4) would in some States be higher than and in other States be lower than the current State payment levels; about 30 States presently provide more than \$2,400 in assistance annually for such families. In addition H.R. 1 would make welfare recipients ineligible to participate in the food stamp program. In all but 9 States, the value of food stamps together with welfare payments to a family of four with no other income exceeds \$2,400.

States wishing to supplement Federal welfare benefits would be required to follow the Federal rules for the treatment of income (for example, the first \$720 of annual earnings and one-third of earnings in excess of \$720 would have to be disregarded).

H.R. 1 would permit States to enter into agreements with the Secretary of Health, Education, and Welfare for Federal administration of State supplemental benefits. Under such an agreement, supplemental payments would have to be made to all families eligible for Federal assistance payments under H.R. 1 in which the father was dead, absent, or disabled, except that States could require a period of residence in the State as a condition of eligibility for benefits. In addition, State supplementation administered by the Federal government would have to follow rules prescribed by the Secretary of Health, Education, and Welfare as necessary "to achieve efficient and effective administration."

The States would not be required to reimburse the Federal government for any part of the costs of administering State supplementation. States would, however, have to pay for the full amount of the supplemental payments subject to a savings clause which limits the total amount of certain State expenditures for assistance to the aged, blind, and disabled and to families to 1971 levels.

If a State elected to administer its own supplemental payments, there would be no Federal sharing of administrative costs and the savings clause would not apply. The State would have to follow the Federal income exclusion rules but would otherwise be free to establish all terms and conditions of eligibility for supplementation.

H.R. 1 would require States to provide supplemental payments at a level sufficient to maintain current welfare payment levels (adjusted upward for the loss of food stamp eligibility) until the State government took some affirmative action to eliminate or set a different level of supplementation.

Chart 5

State Supplementation of Federal Welfare Payments to Families

- About 30 States currently pay more than \$2,400 to a family of 4 with no other income
- If State chooses to supplement Federal welfare payment, Federal earned income disregard and other income exclusions must apply. State may choose Federal administration of supplementation program.

If State-administered:

- State determines coverage and other eligibility rules
- State pays full administrative cost
- State pays full cost of supplementary payments

If Federally administered:

- State must make eligible all families receiving Federal welfare payments
 - in which the father is dead absent, or incapacitated
 - if family meets State duration or residence requirement (if any);
 Federal administrative procedures apply
- State pays no administrative cost
- Savings clause limits State welfare costs to current level if certain conditions are met

CHART 6.—WELFARE RECIPIENTS IN FAMILIES UNDER PRESENT LAW AND NUMBER ELIGIBLE UNDER H.R. 1

According to the projections of the Department of Health, Education, and Welfare, there will be 11.6 million recipients of Aid to Families with Dependent Children by fiscal year 1973. H.R. 1 would raise the number of persons in families eligible for Federal welfare payments to 19.4 million; the Department estimates that an additional 1.2 million persons would be eligible only for State supplementary payments.

The Department projects that under present law the AFDC rolls would continue to rise rapidly after 1973, reaching a caseload of 15.8 million by 1977. This projection is based on an assumption that poor quality control will continue and that efforts at training and job creation will continue to be minimal.

By way of contrast, the Department projects that the number of persons in families eligible for Federal welfare payments will decline steadily from 19.4 million in 1973 to 17.2 million in 1977. The Department maintains that the primary differences between AFDC and the proposed family program which lead to these different growth assumptions are:

- (1) Replacing a monthly with an annual accounting period;
- (2) Replacing poor quality control with an efficient, automated national system;
- (3) Changes in earnings disregards; and
- (4) Replacing minimal efforts at training and job creation with a much larger and more effective program.

The figures on the chart do not include recipients who are receiving State supplemental benefits only. The Department of Health, Education, and Welfare estimates that the number of these recipients will rise from 1.2 million in 1973 to 1.3 million in 1977.

Chart 6

Welfare Recipients in Families Under Present Law and Number Eligible Under H.R. 1

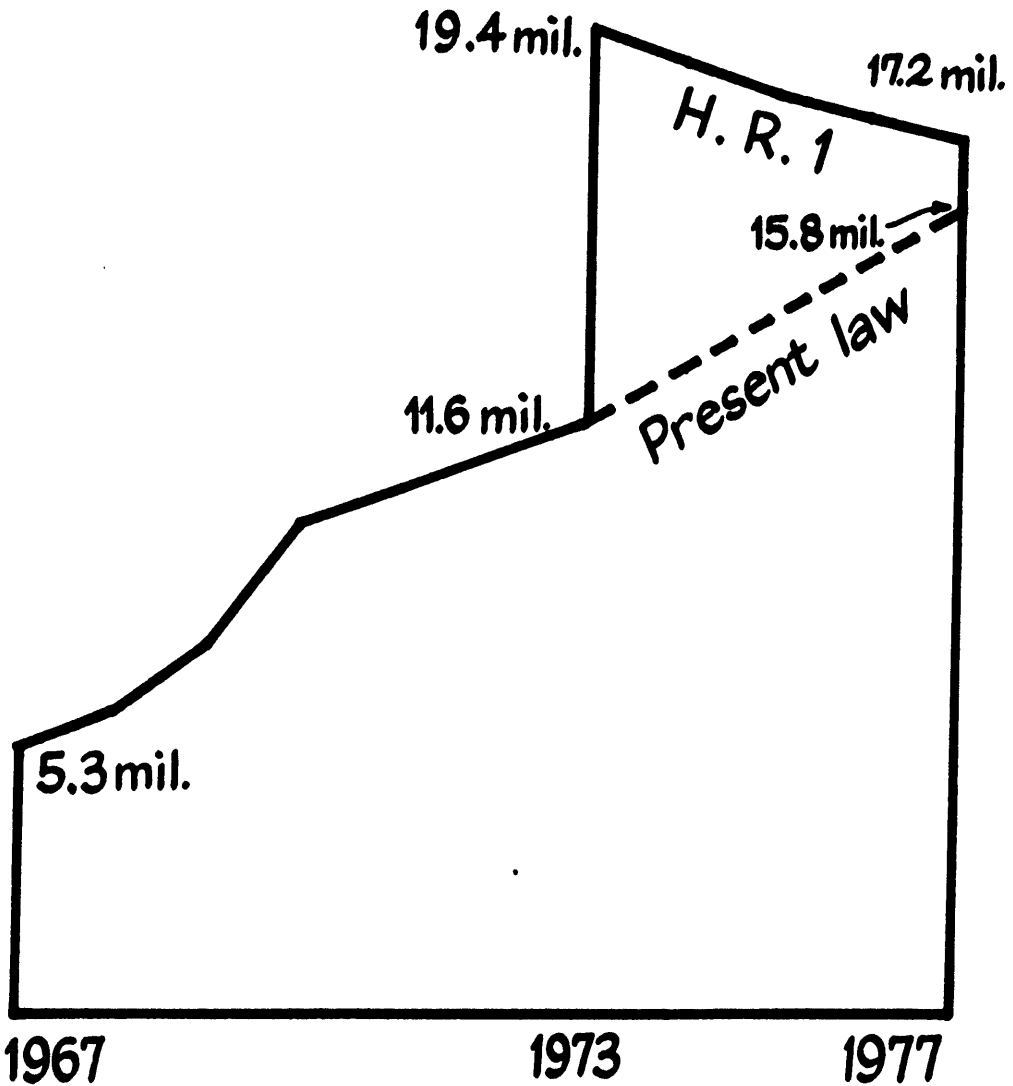


CHART 7.—FEDERAL WELFARE COSTS, FISCAL YEAR 1973

The chart shows the impact of H.R. 1 on Federal welfare costs in fiscal 1973.

Federal funds for welfare payments will rise by an estimated \$4.6 billion, partly offset by a reduction of \$1.4 billion in food stamp costs. An additional \$1.7 billion will go for increased Federal expenditures for child care, manpower training and supportive services, and public service jobs. Federal assumption of the costs of administering welfare will add another \$0.7 billion in costs in fiscal 1973. Finally, a savings of \$0.1 billion is projected in two programs, the assistance programs for Cuban refugees and for American Indians.

Thus the total additional Federal welfare costs for fiscal 1973 will be \$5.5 billion. This will bring the total Federal welfare costs for that year to about \$15 billion. Medicaid costs are not included within these calculations.

Chart 7

Federal Welfare Costs, FY 1973

	<u>Current law</u>	<u>H.R.1</u>	<u>Increase</u>
Payments to families	\$3.9 bil.	\$5.5 bil.	+\$1.6 bil.
Payments to aged, blind, and disabled persons	2.2 bil.	4.1 bil.	+ 1.9 bil.
Payments to States under savings clause	---	1.1 bil.	+1.1 bil.
Food stamps	2.4 bil.	1.0 bil.	-1.4 bil.
Subtotal, benefit costs	8.5 bil.	11.7 bil.	+3.2 bil.
Child care	0.3 bil.	0.8 bil.	+0.5 bil.
Training	0.2 bil.	0.5 bil.	+0.3 bil.
Public service jobs	---	0.8 bil.	+0.8 bil.
Supportive services	---	0.1 bil.	+0.1 bil.
Administration	0.4 bil.	1.1 bil.	+0.7 bil.
Subtotal, related costs	0.9 bil.	3.3 bil.	+2.4 bil.
Impact on other programs	---	-0.1 bil.	-0.1 bil.
TOTAL	9.4 bil.	14.9 bil.	+5.5 bil.

CHART 8.—DESERTING FATHERS

Under present law, States are required to attempt to obtain and enforce court orders for support against deserting parents of children in families eligible for Aid to Families with Dependent Children. Last year's Finance Committee bill would have authorized the Attorney General of the United States to seek to enforce any such State-obtained support orders and to refund to the States from the amounts he collected their share of any assistance payments made to the families involved. H.R. 1 contains no comparable provision concerning Federal enforcement of court orders, but the bill would increase from 50 to 75 percent the Federal matching for State costs incurred in securing and enforcing support orders.

The 1970 Finance Committee bill also would have made a deserting parent liable to repay to the United States the Federal share of welfare payments made to his family during the period of abandonment. (This liability would not, however, exceed the amount of support owed the family under a court order if one had been issued). The same type of liability to the United States for Federal welfare payments would be imposed upon deserting parents under the provisions of H.R. 1. However, where the Finance Committee bill directed the Attorney General to make recovery, H.R. 1 provides for the liability to be withheld from payments owed by the United States to the deserting parent such as, for example, income tax refunds or social security benefits.

Both H.R. 1 and last year's Committee bill would have made it a Federal crime for a parent to cross State lines in order to avoid his parental support responsibilities.

Chart 8

Deserting Fathers**1970 Finance Com. Bill**

- Deserting father liable to U.S. for Federal share of welfare payments to his family; recovery to be obtained by Attorney General
- Criminal penalty for crossing State line to avoid parental responsibilities
- Attorney General to enforce State support orders and refund State share of welfare from amounts collected

H. R. 1

- Same, except recovery to be made by withholding from future payments owed individual by U.S.
- Same
- Federal matching raised from 50% to 75% for State efforts to obtain and enforce support orders

CHART 9.—MEDICAID WORK DISINCENTIVE

H.R. 1 would require that welfare recipients with earnings pay a deductible under the Medicaid program; the amount of the deductible would increase as earnings increased.

In the 24 States which today extend Medicaid coverage only to cash assistance recipients, the Medicaid deductible would rise one dollar for every three dollars of earnings above \$60 monthly. However, since the Federal welfare payment would also be reduced two dollars for every three dollars earned, the net effect would be a three dollar reduction for each three dollars earned.

For States extending Medicaid coverage to persons not eligible for cash welfare payments, the same disincentive effect would occur, beginning with monthly earnings above a specified amount which would depend on State eligibility levels for cash assistance and for Medicaid.

Chart 9

Medicaid Work Disincentive

Under H.R. 1, in 24 States, for every \$3 earned monthly above \$60,

- cash assistance is reduced \$2
 - Medicaid deductible is increased \$1
-
- \$3

In other States, for every \$3 earned monthly above a specified amount (depending on State eligibility levels for cash assistance and for Medicaid),

- cash assistance is reduced \$2
 - Medicaid deductible is increased \$1
-
- \$3

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TABLE 1.—NUMBER OF WELFARE RECIPIENTS UNDER CURRENT LAW AND NUMBER OF PERSONS ELIGIBLE FOR BENEFITS UNDER H.R. 1 BY STATE, FISCAL YEAR 1973

[In thousands]

State	Number of recipients under current law			Number of persons eligible for Federal benefits under H.R. 1		
	Total	Adult categories	Family category	Total	Adult categories	Family category
Alabama.....	408.2	149.0	259.2	761.9	174.8	587.1
Alaska.....	16.4	2.9	13.5	25.3	5.8	19.5
Arizona.....	97.7	24.3	73.4	163.2	55.0	108.2
Arkansas.....	149.0	75.6	73.4	404.5	114.5	290.0
California.....	2,335.6	599.7	1,735.9	2,444.4	608.7	1,835.7
Colorado.....	146.2	46.7	99.5	190.6	47.6	143.0
Connecticut.....	141.5	17.1	124.4	200.2	53.1	147.1
Delaware.....	36.1	5.0	31.1	58.5	10.4	48.1
District of Columbia.....	101.7	15.0	86.7	144.9	24.9	120.0
Florida.....	449.9	91.6	358.3	917.6	228.4	689.2
Georgia.....	485.1	140.8	344.3	961.0	231.0	730.0
Hawaii.....	43.8	4.7	39.1	63.0	13.4	49.6
Idaho.....	30.6	6.3	24.3	52.4	11.4	41.0
Illinois.....	639.5	90.9	548.6	959.4	226.9	732.5
Indiana.....	168.1	27.7	140.4	355.4	88.3	267.1

TABLE 1.—NUMBER OF WELFARE RECIPIENTS UNDER CURRENT LAW AND NUMBER OF PERSONS ELIGIBLE FOR BENEFITS UNDER H.R. 1 BY STATE, FISCAL YEAR 1973.—Continued

[In thousands]

State	Number of recipients under current law			Number of persons eligible for Federal benefits under H.R. 1		
	Total	Adult categories	Family category	Total	Adult categories	Family category
Iowa.....	116.2	26.9	89.3	241.7	45.6	196.1
Kansas.....	104.0	18.4	85.6	234.1	70.4	163.7
Kentucky.....	259.8	89.5	170.3	621.0	162.3	458.7
Louisiana.....	473.3	149.8	323.5	823.7	212.1	611.6
Maine.....	91.9	17.9	74.0	131.0	38.0	93.0
Maryland.....	217.5	28.3	189.2	388.5	71.7	316.8
Massachusetts.....	417.5	82.1	335.4	536.3	145.2	391.1
Michigan.....	517.5	72.5	445.0	841.7	217.3	624.4
Minnesota.....	159.5	33.0	126.5	346.1	93.6	252.5
Mississippi.....	269.4	111.7	157.7	626.3	174.7	451.6
Missouri.....	332.3	124.9	207.4	555.5	187.3	368.2
Montana.....	26.0	6.1	19.9	51.8	11.5	40.3
Nebraska.....	57.5	13.9	43.6	124.3	26.6	97.7
Nevada.....	23.1	3.7	19.4	37.8	14.0	23.8
New Hampshire.....	30.9	6.0	24.9	49.1	13.6	35.5

New Jersey.....	517.6	37.0	480.6	603.3	160.3	443.0
New Mexico.....	100.1	19.9	80.2	144.1	26.6	117.6
New York.....	1,550.0	201.7	1,348.3	2,067.2	499.1	1,568.1
North Carolina.....	248.2	77.0	171.2	821.6	186.2	635.4
North Dakota.....	20.4	6.3	14.1	58.4	12.3	46.1
Ohio.....	523.7	97.3	426.4	928.7	230.0	698.7
Oklahoma.....	218.6	106.7	111.9	400.7	108.1	292.6
Oregon.....	138.1	20.9	117.2	203.5	55.2	148.3
Pennsylvania.....	880.2	116.0	764.2	1,267.5	337.0	930.5
Rhode Island.....	68.2	7.7	60.5	103.4	27.9	75.5
South Carolina.....	142.3	34.8	107.5	466.8	94.4	372.4
South Dakota.....	32.4	6.7	25.7	76.8	13.9	62.9
Tennessee.....	358.1	98.1	260.0	830.4	222.0	608.4
Texas.....	771.6	287.0	484.6	1,571.3	373.0	1,198.3
Utah.....	57.6	9.4	48.2	95.3	25.5	69.8
Vermont.....	25.1	7.1	18.0	44.8	14.9	29.9
Virginia.....	185.4	26.6	158.8	566.5	120.1	446.4
Washington.....	217.2	40.7	176.5	276.8	57.5	219.3
West Virginia.....	128.1	25.2	102.9	326.8	69.4	257.4
Wisconsin.....	138.2	27.5	110.7	311.7	93.7	218.0
Wyoming.....	13.7	2.8	10.9	23.3	5.4	17.9
Guam.....	2.8	.5	2.3	3.5	.9	2.6
Puerto Rico.....	339.1	45.9	293.2	995.8	76.9	918.9
Virgin Islands.....	2.6	.5	2.1	3.9	.9	3.0
Total.....	15,025.1	3,385.3	11,639.8	25,503.3	6,189.2	19,314.1

TABLE 2.—PROPORTION OF POPULATION RECEIVING WELFARE UNDER CURRENT LAW AND PROPORTION OF POPULATION ELIGIBLE FOR BENEFITS UNDER H.R. 1 BY STATE, FISCAL YEAR 1973

[Persons in thousands]

	Civilian resident population, 1973	Federally aided welfare recipients, current law, fiscal year 1973		Persons eligible for welfare benefits under H.R. 1, fiscal year 1973	
		Number	Percent	Number	Percent
Alabama.....	3,449.5	408.2	11.8	761.9	22.1
Alaska.....	353.7	16.4	4.6	25.3	7.1
Arizona.....	2,151.3	97.7	4.5	163.2	7.6
Arkansas.....	1,958.6	149.0	7.6	404.5	20.7
California.....	23,052.0	2,335.6	10.1	2,444.4	10.6
Colorado.....	2,529.9	146.2	5.8	190.6	7.5
Connecticut.....	3,353.4	141.5	4.2	200.2	6.0
Delaware.....	621.9	36.1	5.8	58.5	9.4
District of Columbia.....	734.3	101.7	13.8	144.9	19.7
Florida.....	8,195.3	449.9	5.0	917.6	11.2
Georgia.....	4,914.6	485.1	9.9	961.0	19.6
Hawaii.....	840.7	43.8	5.2	63.0	7.5
Idaho.....	720.8	30.6	4.2	52.4	7.3
Illinois.....	11,643.9	639.5	5.5	959.4	8.2
Indiana.....	5,503.8	168.1	3.1	355.4	6.5

Iowa.....	2,813.0	116.2	4.1	241.7	8.6
Kansas.....	2,252.8	104.0	4.6	234.1	10.4
Kentucky.....	3,247.4	259.8	8.0	621.0	19.1
Louisiana.....	3,792.5	473.3	12.5	823.7	21.7
Maine.....	982.7	91.9	9.4	131.0	13.3
Maryland.....	4,520.4	217.5	4.8	388.5	8.6
Massachusetts.....	5,990.7	417.5	7.0	536.3	9.0
Michigan.....	9,504.7	517.5	5.4	841.7	8.9
Minnesota.....	4,034.5	159.5	4.0	346.1	8.6
Mississippi.....	2,145.4	269.4	12.6	626.3	29.2
Missouri.....	4,851.4	332.3	6.8	555.5	11.5
Montana.....	687.3	26.0	3.8	51.8	7.5
Nebraska.....	1,508.4	57.5	3.8	124.3	8.2
Nevada.....	692.1	23.1	3.3	37.8	5.5
New Hampshire.....	815.5	30.9	3.8	49.1	6.0
New Jersey.....	7,900.4	517.6	6.6	603.3	7.6
New Mexico.....	1,032.5	100.1	9.7	144.1	14.0
New York.....	18,929.5	1,550.0	8.0	2,067.2	10.9
North Carolina.....	5,273.2	248.2	4.7	821.6	15.6
North Dakota.....	597.6	20.4	3.4	58.4	9.8
Ohio.....	11,160.3	523.7	4.7	928.7	8.3
Oklahoma.....	2,623.0	218.6	8.3	400.7	15.3
Oregon.....	2,282.2	138.1	6.1	203.5	9.0
Pennsylvania.....	11,918.3	880.2	7.4	1,267.5	10.6
Rhode Island.....	968.5	68.2	7.0	103.4	10.7

TABLE 2.—PROPORTION OF POPULATION RECEIVING WELFARE UNDER CURRENT LAW AND PROPORTION OF POPULATION ELIGIBLE FOR BENEFITS UNDER H.R. 1 BY STATE, FISCAL YEAR 1973—Continued

[Persons in thousands]

	Civilian resident population, 1973	Federally aided welfare recipients, current law, fiscal year 1973		Persons eligible for welfare benefits under H.R. 1, fiscal year 1973	
		Number	Percent	Number	Percent
South Carolina.....	2,624.8	142.3	5.4	466.8	17.8
South Dakota.....	641.1	32.4	5.1	76.8	12.0
Tennessee.....	4,038.0	358.1	8.9	830.4	20.6
Texas.....	12,098.1	771.6	6.4	1,571.3	13.0
Utah.....	1,179.9	57.6	4.9	95.3	8.1
Vermont.....	474.3	25.1	5.3	44.8	9.4
Virginia.....	4,988.7	185.4	3.7	566.5	11.4
Washington.....	3,748.0	217.2	5.8	276.8	7.4
West Virginia.....	1,600.6	128.1	8.0	326.8	20.4
Wisconsin.....	4,678.6	138.2	3.0	311.7	6.7
Wyoming.....	327.5	13.7	4.2	23.3	7.1
Guam.....	104.0	2.8	2.7	3.5	3.4
Puerto Rico.....	2,933.7	339.1	11.5	995.8	33.7
Virgin Islands.....	100.9	2.6	2.6	3.9	3.9
Total.....	220,106.1	15,025.1	6.8	25,503.3	11.6

ASSUMPTIONS USED IN FIVE-YEAR PROJECTIONS

The 5-year projections of maintenance payments costs under H.R. 1 as reported by the Ways and Means Committee result from separate projections of payments to families, payments to the aged, blind and disabled, and administrative costs.

The assumptions used and their rationale are discussed in the following paragraphs.

Administrative costs.—It was assumed that all States would turn administration of maintenance payments over to the Federal agency and would incur no administrative costs under the proposal. Administrative costs under current law were projected by assuming that the present State share of maintenance payments administrative costs would grow at the same rate as the expected growth rate for wage and salary income (6.3 percent per year).

Payments to aged, blind, and disabled.—The following annual growth rates were used in the projections:

[In percent]

	Current law	Proposal
Cases:		
Aged.....	2.0	2
Blind and disabled.....	5.0	2
Payments: Aged, blind and disabled.....	2.5	0

It was assumed that benefit levels would not change except as required by the proposal. For the proposed program, and for the current law aged program, it has been assumed that income increases will offset population growth. For the current law disabled program, it has been assumed that growth in both cases and payments will occur over the 5-year period as the program continues to mature.

Current law growth rates have been applied to estimated 1972 caseloads in developing projections. Projections of cases and payments under the proposal have been developed from census survey estimates of the entire universe of eligibles at each of the proposal's three stages.

Payments to families.—Projections of State payments to families under current and proposed law were based on the following annual growth rates for female-headed families:

[In percent]

	Current law	Proposal
Cases.....	8	3
Payments:		
Total.....	6	1
Federal.....	6	0

Benefit levels were assumed to remain constant over time for both the current and proposed programs.

The different growth rates for cases under current versus proposed law result from the following considerations. It was assumed that current law AFDC cases would grow at a rate which would use up 90 percent of the estimated potential caseload by 1977. The caseload growth rate for the proposal assumes that all eligible families have been included from an analysis of census surveys and that future growth will be limited to general population growth. The primary differences between AFDC and the proposed family program which lead to these different growth assumptions are:

- (1) replacing a monthly with an annual accounting period;
- (2) replacing poor quality control with an efficient, automated national system;
- (3) changes in earnings disregards;
- (4) replacing minimal efforts at training and job creation with a much larger and more effective program.

Payments are assumed to increase more slowly than cases as a result of expected increases in income.

The projections of families headed by working males, and the payments for which they would be eligible under H.R. 1, were developed on the basis of projected census data on all eligibles. This group of recipients would decline over time since wage increases would more than offset population growth.

(Prepared by the Department of Health, Education, and Welfare.)

**TABLE 3.—PROJECTED RECIPIENTS UNDER CURRENT LAW,
PERSONS ELIGIBLE FOR FEDERAL PAYMENTS UNDER H.R. 1,
AND PERSONS ELIGIBLE FOR STATE SUPPLEMENTARY PAY-
MENTS ONLY, FISCAL YEAR 1973-1977**

[In millions]

	Fiscal year				
	1973	1974	1975	1976	1977
Recipients under current law:					
Persons in families with dependent children.....	11.6	12.6	13.6	14.7	15.8
Aged, blind and disabled....	3.4	3.4	3.5	3.5	3.6
Total recipients under current law.....	15.0	16.0	17.1	18.2	19.4
Persons eligible for Federal benefits under H.R. 1:					
Persons in families:					
Not now covered under present programs.....	9.1	8.1	7.2	6.4	5.7
Covered under present programs.....	10.3	10.6	10.9	11.2	11.5
Aged, blind and disabled....	6.2	6.6	7.1	7.2	7.2
Total eligibles under H.R. 1.....	25.6	25.3	25.2	24.8	24.4
Persons eligible for State supplementary payments only:					
Persons in families with dependent children.....	1.2	1.2	1.2	1.3	1.3
Aged, blind, and disabled....	.9	.7	.5	.5	.5
Total, State supplementation.....	2.1	1.9	1.7	1.8	1.8
Total persons eligible under H.R. 1:					
Persons in families with dependent children.....	20.6	19.9	19.3	18.9	18.5
Aged, blind, and disabled....	7.1	7.3	7.5	7.6	7.8
Grand total.....	27.7	27.2	26.8	26.5	26.3

TABLE 4.—PROJECTED PERSONS ELIGIBLE FOR FEDERAL FAMILY BENEFITS UNDER H.R. 1 AND PROJECTED AFDC RECIPIENTS UNDER CURRENT LAW, BY SEX OF FAMILY HEAD, 1973-77

(In millions)

	Fiscal year				
	1973	1974	1975	1976	1977
Persons in families eligible for Federal benefits under H.R. 1:					
FAP, total.....	5.9	6.1	6.3	6.5	6.8
Male heads.....	1.6	1.6	1.7	1.7	1.8
Female heads.....	4.3	4.5	4.6	4.8	5.0
OFF, total.....	13.5	12.6	11.8	11.1	10.4
Male heads.....	8.8	7.8	7.0	6.2	5.5
Female heads.....	4.7	4.8	4.8	4.9	4.9
Proposed eligibles, total...	19.4	18.7	18.1	17.6	17.2
Persons in recipient families under current law:					
Male heads.....	1.7	1.9	2.0	2.2	2.4
Female heads.....	9.9	10.7	11.6	12.5	13.4
Current AFDC recipients, total.....	11.6	12.6	13.6	14.7	15.8

TABLE 5.—PROJECTED NUMBERS OF ADULTS AND CHILDREN ELIGIBLE FOR FEDERAL BENEFITS TO FAMILIES UNDER H.R. 1 AND RECIPIENTS OF AFDC BENEFITS UNDER CURRENT LAW, 1973-77

[In millions]

	Fiscal year				
	1973	1974	1975	1976	1977
Persons in families eligible for Federal benefits under H.R. 1:					
FAP (total).....	5.9	6.1	6.3	6.5	6.8
Adults.....	1.6	1.7	1.7	1.8	1.8
Children.....	4.3	4.4	4.6	4.7	5.0
OFF (total).....	13.5	12.6	11.8	11.1	10.4
Adults.....	4.8	4.2	3.9	3.5	3.4
Children.....	8.7	8.4	7.9	7.6	7.0
Proposed eligibles (total).	19.4	18.7	18.1	17.6	17.2
Persons in recipient families under current law:					
Adults.....	3.1	3.4	3.7	4.0	4.3
Children.....	8.5	9.2	9.9	10.7	11.5
Current AFDC recipients (total).....	11.6	12.6	13.6	14.7	15.8

TABLE 6.—POTENTIAL FISCAL YEAR 1973 COSTS OF ASSISTANCE PROVISIONS UNDER H.R. 1

[In billions of dollars]

	Federal			State and local ¹			Net cost to all governments
	Current law	H.R. 1	Net cost	Current law	H.R. 1	Net cost	
Payments to families.....	3.9	5.8	1.9	3.3	3.1	-0.2	1.7
Less savings from public service jobs.....		-3	-3				-3
Subtotal.....	3.9	5.5	1.6	3.3	3.1	-2	1.4
Payments to adult categories.....	2.2	4.1	1.9	1.4	1.5	.1	2.0
Cost of cash assistance.....	6.1	9.6	3.5	4.7	4.6	-1	3.4
Federal cost of "hold harmless" provision.....		1.1	1.1		-1.1	-1.1	
Food programs.....	2.4	1.0	-1.4				-1.4
Cost of maintenance payments....	8.5	11.7	3.2	4.7	3.5	-1.2	2.0

Child care.....	.3	.8	.5				.5
Training.....	.2	.5	.3				.3
Public service jobs.....		.8	.8				.8
Supportive services.....		.1	.1				.1
Administration.....	.4	1.1	.7	.4		-.4	.3
Cost of related and support activities.....	.9	3.3	2.4	.4		-.4	2.0
Total cost of program.....	9.4	15.0	5.6	5.1	3.5	-1.6	4.0
Impact on other programs⁴.....		-.1	-.1				-.1
Grand total.....	9.4	14.9	5.5	5.1	3.5	-1.6	3.9

¹ Assumes that the States, through supplemental programs, maintain benefit levels including the value of food stamp bonuses.

² Includes only 6 months of payments to families in which both parents are present, neither is incapacitated, and the father is employed. The effective date for this provision is Jan. 1, 1973.

³ Net benefit increases to recipients.

⁴ The assistance programs for Cuban refugees and for American Indians.

TABLE 7.—PROJECTED POTENTIAL MAINTENANCE PAYMENTS UNDER H.R. 1 AND UNDER CURRENT LAW, FISCAL YEARS 1973-77

(In billions of dollars)

	Fiscal year				
	1973	1974	1975	1976	1977
Under H.R. 1: ¹					
Federal payments to families.	\$5.5	\$6.0	\$5.9	\$5.7	\$5.6
Federal payments to aged, blind, and disabled.....	4.1	4.6	5.4	5.4	5.4
Food stamps.....	1.0	.8	.8	.8	.9
Federal hold harmless payments to States.....	1.1	1.0	.8	.8	.9
Total, proposed Federal payments.....	11.7	12.4	12.9	12.7	12.8
Non-Federal payments to families.....					
Non-Federal payments to aged, blind, and disabled..	1.5	1.2	.9	.9	.9
Hold harmless payments received from Federal Government.....	-1.1	-1.0	-.8	-.8	-.9
Total, proposed non-Federal payments.....	3.5	3.4	3.3	3.4	3.4
Under current law: ²					
Federal share of AFDC.....	3.9	4.1	4.4	4.6	4.9
Federal share of aid to aged, blind, and disabled..	2.2	2.2	2.3	2.3	2.4
Food stamps.....	2.4	2.5	2.6	2.7	2.8
Total, current Federal payments.....	8.5	8.8	9.3	9.6	10.1
Non-Federal share of AFDC..					
Non-Federal share of aid to aged, blind, and disabled.....	1.4	1.5	1.5	1.5	1.6
Total, current non-Federal payments.....	4.7	5.0	5.2	5.4	5.7

¹ Projected benefit payments if all eligibles participate.

² Projected benefit payments to actual recipients.

TABLE 8.—PERSONS IN FAMILIES ELIGIBLE ONLY FOR STATE SUPPLEMENTAL BENEFITS UNDER H.R. 1¹

[Thousands]

State	1973	1974	1975	1976	1977
Alabama.....	8.4	8.7	9.0	9.2	9.5
Alaska.....	4.9	5.0	5.2	5.4	5.6
Arizona.....	4.5	4.6	4.7	4.8	4.9
Arkansas.....					
California.....	309.0	318.3	327.8	337.6	347.7
Colorado.....	5.2	5.4	5.6	5.8	6.0
Connecticut.....	25.4	26.2	27.0	27.8	28.6
Delaware.....	2.1	2.2	2.3	2.4	2.5
District of Columbia.....	3.2	3.3	3.4	3.5	3.6
Florida.....	.7	.7	.8	.8	.8
Georgia.....	.2	.2	.2	.2	.2
Hawaii.....	2.3	2.4	2.5	2.6	2.7
Idaho.....	1.9	2.0	2.1	2.2	2.3
Illinois.....	58.3	60.0	61.8	63.7	65.6
Indiana.....	39.6	40.8	42.0	43.3	44.6
Iowa.....	7.4	7.6	7.8	8.0	8.2
Kansas.....	5.6	5.8	6.0	6.2	6.4
Kentucky.....	.3	.3	.3	.3	.3
Louisiana.....	.2	.2	.2	.2	.2
Maine.....	21.4	22.0	22.7	23.4	24.1

See footnote at end of table.

TABLE 8.—PERSONS IN FAMILIES ELEGIBLE ONLY FOR STATE SUPPLEMENTAL BENEFITS UNDER H.R. 1¹—Continued

[Thousands]

State	1973	1974	1975	1976	1977
Maryland.....					
Massachusetts.....	49.9	51.4	52.9	54.5	56.1
Michigan.....	32.7	33.7	34.7	35.7	36.8
Minnesota.....	19.8	20.4	21.0	21.6	22.2
Mississippi.....	3.8	3.9	4.0	4.1	4.2
Missouri.....	55.6	57.3	59.0	60.8	62.6
Montana.....	.1	.1	.1	.1	.1
Nebraska.....	12.2	12.6	13.0	13.4	13.8
Nevada.....	.5	.5	.5	.6	.6
New Hampshire.....	4.0	4.1	4.2	4.3	4.4
New Jersey.....	131.4	135.3	139.4	143.6	147.9
New Mexico.....					
New York.....	188.6	194.3	200.1	206.1	212.3
North Carolina.....					
North Dakota.....	1.5	1.6	1.6	1.7	1.7
Ohio.....	.6	.6	.7	.7	.7
Oklahoma.....					
Oregon.....	.5	.5	.5	.6	.6
Pennsylvania.....	111.7	115.1	118.6	122.2	125.9
Rhode Island.....	4.5	4.6	4.7	4.8	4.9

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South Carolina.....					
South Dakota.....	4.4	4.5	4.6	4.7	4.8
Tennessee.....	.4	.4	.4	.4	.5
Texas.....					
Utah.....	.1	.1	.1	.1	.1
Vermont.....	3.5	3.6	3.7	3.8	3.9
Virginia.....	11.1	11.4	11.7	12.1	12.5
Washington.....	26.7	27.5	28.3	29.1	30.0
West Virginia.....					
Wisconsin.....	.4	.4	.4	.4	.5
Wyoming.....	1.0	1.0	1.0	1.0	1.0
Guam.....	.2	.2	.2	.2	.2
Puerto Rico.....	.2	.2	.2	.2	.2
Virgin Islands.....					
Total.....	1,166.0	1,201.0	1,237.0	1,274.2	1,312.3

¹ Assumes annual growth rate of 3 percent.

**TABLE 9.—ANNUAL PER PERSON COSTS USED TO ESTIMATE
TOTAL COST OF FOOD STAMP CASH OUT¹**

State	AFDC	Aged, blind and disabled
Total.....	\$83.67	\$53.28
Alabama.....		
Alaska.....	114.00	168.00
Arizona.....	99.00	
Arkansas.....		
California.....	138.00	120.00
Colorado.....	120.00	120.00
Connecticut.....	78.00	120.00
Delaware.....	135.00	120.00
District of Columbia.....	120.00	120.00
Florida.....	18.00	
Georgia.....	12.00	
Hawaii.....	102.00	84.00
Idaho.....	120.00	120.00
Illinois.....	102.00	120.00
Indiana.....	42.00	
Iowa.....	120.00	
Kansas.....	120.00	
Kentucky.....	135.00	
Louisiana.....		
Maine.....	96.00	
Maryland.....	144.00	
Massachusetts.....	78.00	120.00
Michigan.....	102.00	120.00
Minnesota.....	90.00	120.00
Mississippi.....		
Missouri.....	6.00	
Montana.....	138.00	
Nebraska.....	156.00	120.00
Nevada.....	36.00	120.00
New Hampshire.....	90.00	120.00
New Jersey.....	78.00	120.00
New Mexico.....	120.00	
New York.....	78.00	120.00
North Carolina.....	66.00	
North Dakota.....	102.00	120.00

See footnotes at end of table.

**TABLE 9.—ANNUAL PER PERSON COSTS USED TO ESTIMATE
TOTAL COST OF FOOD STAMP CASH OUT¹—Continued**

State	AFDC	Aged, blind and disabled
Ohio.....	156.00	24.00
Oklahoma.....	129.00	24.00
Oregon.....	138.00	.....
Pennsylvania.....	78.00	120.00
Rhode Island.....	102.00	120.00
South Carolina.....	.....	.....
South Dakota.....	90.00	120.00
Tennessee.....	12.00	.....
Texas.....	111.00	.....
Utah.....	138.00	.....
Vermont.....	90.00	120.00
Virginia.....	102.00	120.00
Washington.....	90.00	120.00
West Virginia.....	30.00	.....
Wisconsin.....	138.00	.....
Wyoming.....	138.00	.....
Guam.....	.....	.....
Puerto Rico.....	.....	.....
Virgin Islands.....	.....	.....

¹ These unit costs were developed by the Department of Agriculture before final legislative specifications were available. Thus, they do not exactly reflect the provisions of sec. 503. The primary differences are that the costs shown here assume: (1) a cashing out of both stamps and commodities; and (2) a cash out based on the complete food stamp schedule as in effect in January 1971. Unit costs are based on actual food stamp data for November 1970.

TABLE 10.—HIGHEST AMOUNT A FAMILY OF FOUR MAY EARN AND STILL BE ELIGIBLE FOR WELFARE, ASSUMING STATE SETS SUPPLEMENTAL PAYMENT LEVEL AT CURRENT AFDC MAXIMUM

State	Without food stamp cash out	With food stamp cash out
Alabama.....	¹ \$4,140	¹ \$4,140
Alaska.....	7,470	7,902
Arizona.....	¹ 4,140	¹ 4,140
Arkansas.....	¹ 4,140	¹ 4,140
California.....	4,698	5,526
Colorado.....	4,950	5,670
Connecticut.....	6,660	7,128
Delaware.....	¹ 4,140	¹ 4,140
District of Columbia.....	5,004	5,724
Florida.....	¹ 4,140	4,428
Georgia.....	¹ 4,140	4,410
Hawaii.....	5,454	6,066
Idaho.....	5,076	5,796
Illinois.....	5,796	6,408
Indiana.....	¹ 4,140	4,572
Iowa.....	5,094	5,814
Kansas.....	5,112	5,832
Kentucky.....	¹ 4,140	5,130
Louisiana.....	¹ 4,140	¹ 4,140
Maine.....	¹ 4,140	4,896
Maryland.....	4,248	5,184
Massachusetts.....	6,372	6,840
Michigan.....	5,454	6,066
Minnesota.....	6,102	6,642
Mississippi.....	¹ 4,140	¹ 4,140
Missouri.....	¹ 4,140	4,356
Montana.....	4,824	5,652
Nebraska.....	4,320	5,256
Nevada.....	¹ 4,140	¹ 4,140
New Hampshire.....	6,012	¹ 6,012
New Jersey.....	6,966	7,434
New Mexico.....	¹ 4,140	5,040
New York.....	6,768	7,236
North Carolina.....	¹ 4,140	4,716
North Dakota.....	5,418	6,030

See footnotes at end of table.

TABLE 10.—HIGHEST AMOUNT A FAMILY OF FOUR MAY EARN AND STILL BE ELIGIBLE FOR WELFARE, ASSUMING STATE SETS SUPPLEMENTAL PAYMENT LEVEL AT CURRENT AFDC MAXIMUM—Continued

State	Without food stamp cash out	With food stamp cash out
Ohio.....	4,320	5,256
Oklahoma.....	¹ 4,140	^{1,2} 4,140
Oregon.....	4,770	5,598
Pennsylvania.....	6,354	6,822
Rhode Island.....	5,454	6,066
South Carolina.....	¹ 4,140	¹ 4,140
South Dakota.....	6,120	6,660
Tennessee.....	¹ 4,140	4,392
Texas.....	¹ 4,140	4,986
Utah.....	4,536	5,364
Vermont.....	6,192	6,732
Virginia.....	5,418	6,030
Washington.....	6,174	6,714
West Virginia.....	¹ 4,140	4,500
Wisconsin.....	4,626	5,454
Wyoming.....	4,806	5,634
Guam.....	5,346	² 5,346
Puerto Rico.....	¹ 3,060	^{1,2} 3,060
Virgin Islands.....	¹ 4,140	^{1,2} 4,140

¹ Federal break-even point; State would have no supplemental program.

² State does not now have food stamp program.

**TABLE 11.—AID TO FAMILIES WITH DEPENDENT CHILDREN:
ANNUAL AMOUNT FOR BASIC NEEDS UNDER PAYMENT
STANDARD AND LARGEST AMOUNT PAID FOR BASIC NEEDS
FOR A FAMILY CONSISTING OF FOUR RECIPIENTS, BY STATE,
MAY 1971¹**

State	Payment standard ¹	Maximum payment ¹
Alabama.....	2,760	972
Alaska.....	4,800	3,600
Arizona.....	3,192	2,076
Arkansas.....	3,060	1,212
California ²	3,936	2,652
Colorado.....	2,820	2,820
Connecticut.....	4,020	4,020
Delaware.....	3,444	1,788
District of Columbia.....	3,912	2,934
Florida.....	2,676	1,608
Georgia.....	2,496	1,596
Hawaii.....	3,108	3,108
Idaho.....	3,264	2,892
Illinois.....	3,408	3,408
Indiana.....	4,356	2,100
Iowa.....	3,600	2,916
Kansas.....	3,384	3,012
Kentucky.....	3,168	2,316
Louisiana.....	2,448	1,248
Maine.....	4,188	2,016
Maryland.....	3,624	2,352
Massachusetts.....	3,402	3,402
Michigan.....	3,516	3,516
Minnesota.....	3,708	3,708
Mississippi.....	2,784	720
Missouri.....	4,176	1,560
Montana.....	2,700	2,472
Nebraska.....	4,151	2,712
Nevada.....	3,804	1,716
New Hampshire.....	3,768	3,768
New Jersey.....	4,164	4,164
New Mexico.....	2,436	2,148
New York.....	4,032	3,756
North Carolina.....	2,400	2,064
North Dakota.....	3,384	3,384

See footnotes at end of table.

**TABLE 11.—AID TO FAMILIES WITH DEPENDENT CHILDREN:
ANNUAL AMOUNT FOR BASIC NEEDS UNDER PAYMENT
STANDARD AND LARGEST AMOUNT PAID FOR BASIC NEEDS
FOR A FAMILY CONSISTING OF FOUR RECIPIENTS, BY STATE,
MAY 1971 ¹—Continued**

State	Payment standard ¹	Maximum payment ¹
Ohio.....	3,096	2,400
Oklahoma.....	2,616	2,220
Oregon.....	3,360	2,688
Pennsylvania ²	3,612	3,612
Rhode Island.....	3,060	3,060
South Carolina.....	2,376	1,236
South Dakota.....	3,600	3,600
Tennessee.....	2,604	1,548
Texas.....	2,364	1,776
Utah.....	3,252	2,328
Vermont.....	3,732	3,732
Virginia.....	3,348	3,132
Washington ⁴	3,384	3,240
West Virginia.....	3,180	1,656
Wisconsin.....	3,060	2,604
Wyoming.....	3,396	2,724

¹ Standards and maximum payments calculated for a mother with 3 children. In some cases, due to different assumptions about the age of the children, rent allowances, etc., these figures differ from those published by the National Center for Social Statistics.

² Los Angeles County.

³ Philadelphia.

⁴ King County.

TABLE 12.—CHILDREN RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN AS A PROPORTION OF CHILD POPULATION AND BY STATUS OF FATHER, 1940 TO 1970

(Number of children in thousands)

June of	Total children receiving AFDC		Number of children receiving AFDC by status of father ¹				
	Number	Number per 1,000 population under age 18	Dead	Absent from the home	Incapacitated	Unemployed	Other ¹
1940.....	835	20	347	253	227	.....	8
1941.....	946	23	373	304	259	.....	10
1942.....	952	23	354	325	262	.....	11
1943.....	746	18	260	269	207	.....	10
1944.....	651	16	213	247	181	.....	10
1945.....	647	15	197	257	182	.....	11
1946.....	799	19	225	334	225	.....	15
1947.....	1,009	23	262	441	286	.....	20
1948.....	1,146	25	272	522	327	.....	25
1949.....	1,366	29	306	648	382	.....	30
1950.....	1,650	34	350	818	455	.....	37
1951.....	1,617	32	320	826	435	.....	36
1952.....	1,527	30	283	808	402	.....	34
1953.....	1,493	28	255	819	386	.....	33
1954.....	1,566	29	245	884	404	.....	33

1955.....	1,691	30	234	982	443		32
1956.....	1,707	29	210	1,015	451		31
1957.....	1,831	30	211	1,103	482		35
1958.....	2,090	34	222	1,278	546		44
1959.....	2,239	35	217	1,399	571		52
1960.....	2,322	35	202	1,493	569		58
1961.....	2,600	39	193	1,658	590	89	71
1962.....	2,819	41	198	1,774	594	179	74
1963.....	2,893	41	198	1,856	584	179	76
1964.....	3,097	43	203	1,990	583	238	83
1965.....	3,241	45	208	2,130	584	232	87
1966.....	3,382	47	212	2,282	583	213	92
1967.....	3,744	52	224	2,558	608	250	105
1968.....	4,207	58	246	2,956	652	234	119
1969.....	4,893	68	274	3,563	684	242	130
1970.....	6,092	85	340	4,414	847	329	162

¹ 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."

² Includes children with father in home as caretaker because of death, absence, or incapacity of mother.

Chart A

NUMBER OF CHILDREN RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN MONEY PAYMENTS BY STATUS OF FATHER, JUNE OF SELECTED YEARS, 1940 TO DATE

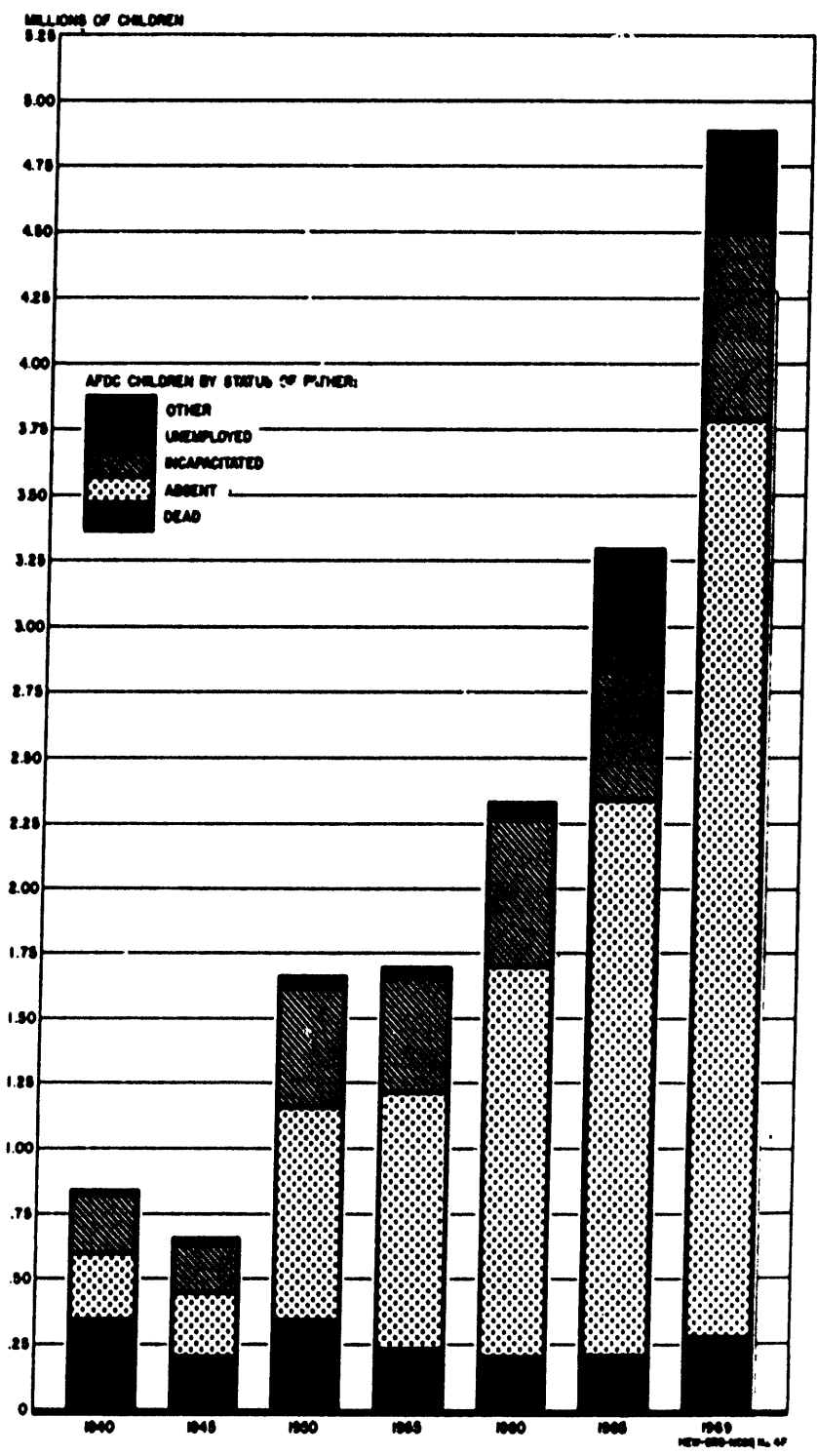
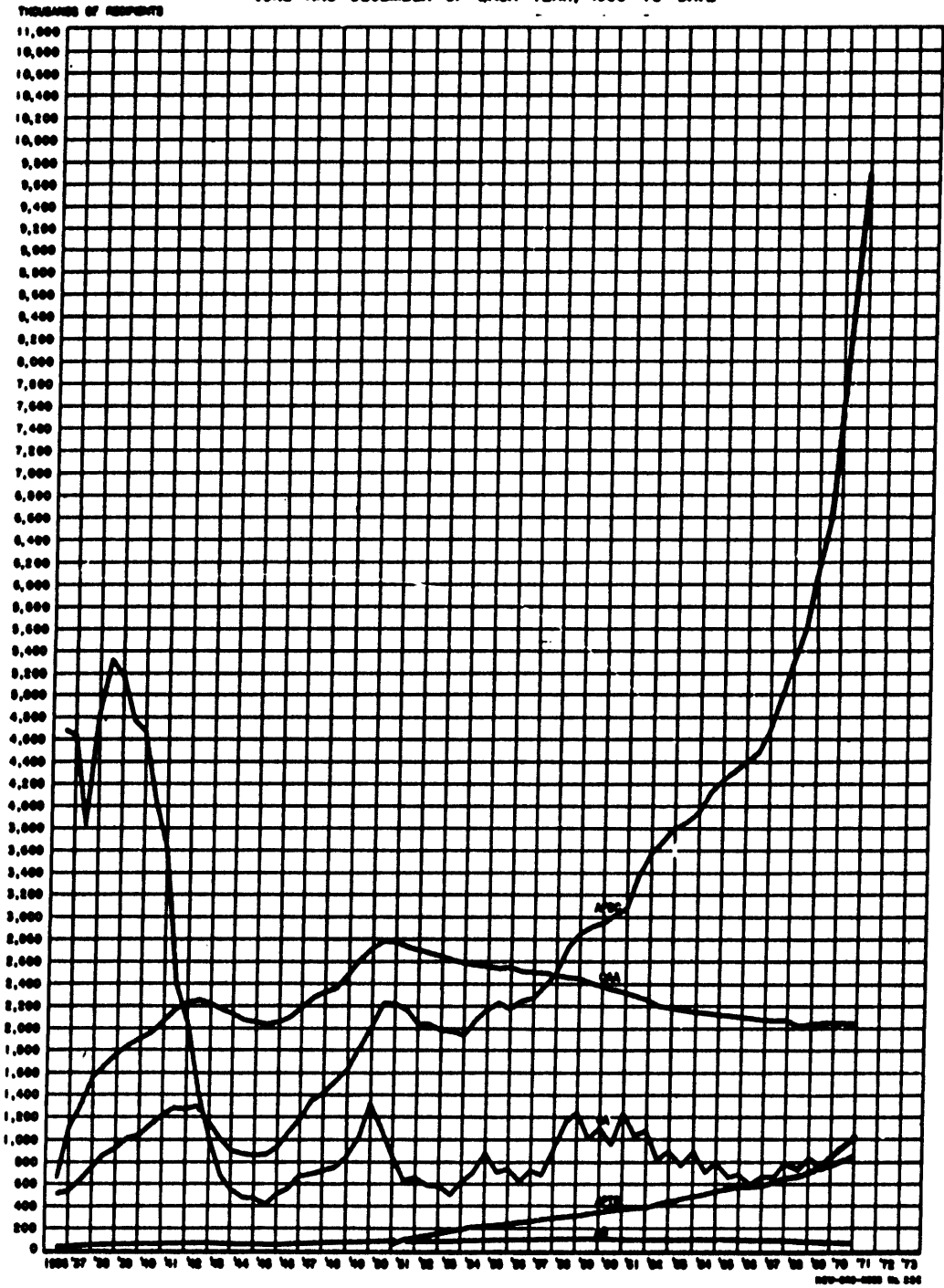


Chart B

NUMBER OF PUBLIC ASSISTANCE RECIPIENTS OF MONEY PAYMENTS BY PROGRAM,
JUNE AND DECEMBER OF EACH YEAR, 1936 TO DATE



COMPARISON OF 1970 AND 1971 WELFARE PROPOSALS

H.R. 16311, April 1970

H.R. 1, June 1971

I. PROVISIONS DEALING WITH ASSISTANCE FOR FAMILIES WITH CHILDREN

Eligibility for Assistance

<p>Families composed of related persons residing together and including at least one unmarried child under age 18 (or under age 21 and a student) would be eligible for benefits if total family income (other than excluded income) was less than the maximum benefit.</p>	<p>Same as H.R. 16311 except that a family could be eligible on the basis of having a child-student under age 22 and except that a family would not be eligible if the family head was an undergraduate or graduate college student or if the only child in the family was also the head of a household.</p>
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Level of Assistance

<p>Would provide maximum annual payments of \$500 for each of the first two family members plus \$300 for each additional member. These maximum payments would be reduced by any family income other than excluded income. For a family of four payments would be \$1,600.</p>	<p>Would provide maximum annual payments of \$800 for each of the first two family members, \$400 each for the third, fourth, and fifth members, \$300 each for the sixth and seventh members, and \$200 for the eighth member. These maximum payments would be reduced by any family income not excluded. For a family of four payments would be \$2,400. No family could receive more than \$3,600. (Payments at a rate of less than \$10 per month would not be made.)</p>
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Basic Earnings Disregard

<p>The first \$720 of a family's earnings each year and one-half of any earnings in excess of \$720 would be excluded (not counted in reducing benefits). This exclusion would apply only to earnings not excluded under other provisions. The \$720 and one-half disregard would enable a family of four to continue getting some benefits until its earnings reached a level of \$3,920 per year.</p>	<p>Same as H.R. 16311 except that one-third (rather than one-half) of earnings in excess of \$720 per year would be excluded. The \$720 and one-third disregard would enable a family of four to continue getting benefits until its income reached \$4,140 (at which point the benefit rate would have been reduced to the \$10 monthly minimum).</p>
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H.R. 16311, April 1970

H.R. 1, June 1971

Other Income Exclusions

Benefits would be reduced by an amount equal to the total amount of family income not excluded. In addition to the exclusions resulting from the basic earnings disregard, the following would be excluded; (1) earnings of a child attending school; (2) income (earned or unearned) received irregularly or infrequently up to \$30 earned and \$30 unearned per quarter; (3) earned income used to pay child care costs (Exclusions 1, 2, and 3 above would be subject to limits set by the Secretary of HEW.); (4) public or private assistance based on need, other than veterans' pensions; (5) training allowances under other provisions of the bill; (6) scholarships for tuition and fees; (7) home produce.

Same as H.R. 16311 except —exclusion of irregular or infrequent income limited to \$30 earned and \$60 unearned per quarter (Exclusions 1, 2, and 3 limited to a total of \$2,000 for a family of 4 or fewer persons plus \$200 for each family member over 4 up to an absolute annual maximum of \$3,000.)
 —training allowances up to \$30 monthly provided by States would be excluded as well as those provided under other provisions of the bill;
 —payments to the family for providing foster care to a child would be excluded;
 —one-third of amounts received as child support or alimony would be excluded.

Limitation on Resources

A family would be ineligible for any payments if it had resources in excess of \$1,500. The family's home, household goods, and personal effects would not be subject to this limitation. Within limits prescribed by the Secretary of HEW, other property essential to family self-support would also be exempt. Provision would be made for conditional payments while a family was disposing of excess resources.

Same as H.R. 16311 except that, in applying the \$1,500 limit on resources, the home, household goods, and personal effects of a family would be excluded only to the extent that they were found to be of reasonable value. Also, life insurance policies would be taken into account (according to cash surrender value) only if the face value of the insurance on any person exceeded \$1,500.

*Accounting Period**H.R. 16311, April 1970**H.R. 1, June 1971*

The basis for payment would be the estimate of the Secretary of HEW as to the income which a family would have during each calendar quarter. For future payments, this estimate could be redetermined as the Secretary became aware of changed circumstances. The Secretary would also be authorized to allocate income received in one period to other periods and to declare payments to be overpayments because of the family's failure to make prompt and accurate reports of changed circumstances.

The basis for entitlement would be the income actually received by the family during each calendar quarter and during the preceding three calendar quarters. (Benefits for each quarter would be reduced by any nonexcluded income in that quarter and by any nonexcluded income in the previous three quarters which had not already been used to reduce benefits.)

Registration for Work and Training

Any member of an eligible family would be required to register with the local employment office of the State for employment or training except one who is: (1) ill, incapacitated, or of advanced age; (2) a mother or other relative of a child under 6 who is caring for the child; (3) the mother or other female caretaker of a child if the father is in the home and registers; (4) a child under age 16, or 21 if regularly attending school; (5) needed in the home because of the illness or incapacity of another member of the household. Persons not required to register could volunteer.

Same as H.R. 16311 except beginning July 1, 1974, would also require mothers with children age 3 and above to register. Registration would be with the Department of Labor. All families in which one member is registered would be in the Opportunities For Families program under the Department of Labor. All other families would be in the Family Assistance Plan under the Department of HEW. Persons not required to register could volunteer unless exempt because of illness, incapacity, or advanced age.

Penalties for Failure to Register or Participate in Work or Training

Provides \$300 a year reduction in the assistance payment for refusal to register or if referred to a job or training, for refusal to accept the job or training.

Increases the reduction in the assistance payment to \$800.

*Requirements to Accept Work or Training**H.R. 16311, April 1970**H.R. 1, June 1971*

Provides that no benefit would be paid to an individual if he refused without good cause to participate in manpower services, training, or employment, or to accept suitable employment in which he is able to engage; individual may refuse work: (1) if the position offered is vacant due directly to a strike, lockout, or other labor dispute; (2) if the wages, hours, or other terms or conditions of work are contrary to or less than those prescribed by Federal, State, or local law or are substantially less favorable than those prevailing for similar work in the locality; (3) if the individual would be required to join a company union or resign from or refrain from joining any bona fide labor organization; (4) if the individual has the demonstrated capacity, through other available training or employment opportunities, of securing work that would better enable him to achieve self-sufficiency.

Essentially the same as H.R. 16311. However, provision is added permitting an individual to refuse employment if the wages offered are at an hourly rate of less than $\frac{3}{4}$ of the minimum wage specified in sec. 6(a)(1) of the Fair Labor Standards Act—which would be \$1.20 at the present time. In addition, condition no. 4 is changed to read “the individual has the demonstrated capacity, through other available training or employment opportunities, of securing work *available to him* that would better enable him to achieve self-sufficiency.” Persons not required to register solely because of incapacity would have to accept vocational rehabilitation services or be penalized through loss of benefits, unless there is good cause for refusal.

Work and Training Programs

The Department of Labor would be required to provide employment and training services to persons registered with it. A variety of manpower services would be authorized, including on-the-job training, institutional training, relocation assistance, job placement, and special work projects. Requirements for special work projects relating to wages, work standards, displacement of other workers, etc. Wage rates would have to be no lower than the applicable minimum wage for the particular work concerned. Federal

Generally similar to H.R. 16311 but deletes provision for special work projects and adds provision for public service employment programs. Authorizes appropriation of \$800 million for public service employment jobs in fiscal year 1973 for persons registered. Payments under grants or contracts with public or private nonprofit agencies for public service employment jobs would be limited to 3 years with respect to any individual, and would be for 100 percent of the cost of providing employment to the individual in

H.R. 16311, April 1970

H.R. 1, June 1971

Work and Training Programs—Continued

matching would be 90 percent with the States required to provide 10 percent of the cost in cash or kind. Training allowances of at least \$30 a month would be provided. Authorization would be for "a sum sufficient for carrying out the purposes" of the work and training provisions. Requires the referral of individuals not required to register because of disability to a vocational rehabilitation program.

the first year, 75 percent in the second year, and 50 percent in the third year. Includes requirements relating to wages, work standards, displacement of other workers, etc. Wages to an individual in a public service employment program must be equal to the highest of: (1) the prevailing rate of wages in same market area for persons employed in similar public occupations; (2) the applicable minimum wage rate prescribed by Federal, State or local law; (3) \$1.60 an hour. Increases 90-percent Federal funding provision to 100 percent for manpower services. Specifies authorization of \$540 million for manpower services in fiscal 1973 (excluding public service employment). Authorizes a new Assistant Secretary of Labor to administer the work and training programs.

Provides for the establishment of local advisory committees to evaluate the effectiveness of manpower programs. Requires Secretary of Labor in developing employability plans to give first priority to mothers and pregnant women who are registered and who are under age 19. Both the Secretary of Labor and the Secretary of HEW would be required to refer persons who are determined to be incapacitated to State vocational rehabilitation programs.

H.R. 16311, April 1970

H.R. 1, June 1971

Child Care

<p>Authorizes the Secretary of HEW to provide services to persons in employment, training, or vocational rehabilitation programs either by making grants or contracts directly with public or private organizations, or through grants or contracts with public or private agencies designated by the appropriate elected or appointed official in a State or locality. Specifies that school children should be provided care through agreements with local educational agencies whenever possible. Increases Federal funding to provide up to 100 percent of the cost of projects. Amount of money to be appropriated not specified.</p>	<p>Requires the Secretary of Labor to provide child care services to those needing them in order to participate in work or training under the OFF program. Requires him to give priority in arranging for services to those provided in facilities developed by the Secretary of HEW, whenever this is feasible and appropriate. Requires the Secretary of HEW to provide services to those needing them in order to participate in vocational rehabilitation programs under the FAP program.</p> <p>Method of providing services would be the same as in H.R. 16311—through grants and contracts directly with public or private organizations or through grants or contracts with public or private agencies designated by the appropriate elected or appointed official in a State or locality. Authorizes \$750 million, including \$50 million for construction, for child care for recipients for the first year.</p>
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Other Supportive Services

<p>Requires States under penalty of loss of other Federal payments to make an agreement with the Department of HEW to provide health, vocational rehabilitation, counseling, social and other supportive services necessary for persons in employment or training. Authorizes 90 percent Federal matching.</p>	<p>Requires the Department of Labor to provide health, vocational rehabilitation, family planning, counseling, social and other supportive services which are necessary to permit an individual to participate in training or employment. Requires Department of HEW to provide supportive services necessary for persons in vocational rehabilitation programs. Authorizes \$100 million for supportive services in fiscal year 1973.</p>
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H.R. 16311, April 1970

H.R. 1, June 1971

Administration

Provides for three administrative alternatives for aid to families: (1) Federal administration of the Federal payment and under agreement with the State, of the State supplemental payment; (2) Federal administration of the Federal payment and State administration of the supplemental; (3) under agreement with HEW, the State could administer both payments.

The Federal Government would pay the cost of administering the Federal payment, and the States and Federal Government would share in the cost of administering supplementary payments. (If the Federal Government administered the State supplemental payments it would pay the full cost of administration.) For recipients of aid to the aged, blind, and disabled, the States could continue to administer the payments, or the Secretary of HEW could enter into an agreement with a State for Federal administration of the payments. The States and Federal Government would share the cost of administering the payment. (The Federal Government would pay the full cost of administering aid to the aged, blind, and disabled if the State made an agreement with the Secretary of HEW for Federal administration of this program.)

Provides for Federal responsibility for administration of payments to families and to recipients of aid to the aged, blind, and disabled. The Department of Labor would be responsible for administering the programs for families in which one member is employable, the Department of HEW would be responsible for administering the program for families which have no employable member, and the program for the aged, blind, and disabled.

Provides that if a State chooses to make supplemental payments, and contracts with the Federal Government for Federal administration of the supplemental payments, the Federal Government would pay the full cost of administration. If the State chooses to administer its own supplemental, it would have to pay the full cost of administering it. The Secretary of HEW would be authorized to enter into contracts with the States for Federal determination of eligibility for medicaid. The State would be required to pay 50 percent of the administrative costs incurred by the Federal Government in making the medicaid determination which are additional to the costs of making the determination for cash payment eligibility.

*H.R. 16311, April 1970**H.R. 1, June 1971***State Supplementation**

State supplementation up to January 1970 AFDC levels would be mandatory for all families eligible under the bill including families headed by an unemployed father but not including families headed by a fully employed father; no requirement for supplementation in excess of a poverty line standard. States would generally be required to follow the provisions applicable to the basic Federal payments, including the disregard of the first \$720 of earned income. For earnings above \$720, however, the disregard would generally be one-third (rather than one-half). 30 percent Federal matching would be provided for State supplementation (but there would be no matching for payments above the poverty line or to families headed by a fully employed father). Administration could be either State or Federal, as agreed, with 50-50 State-Federal matching of administrative costs if State-administered; if supplemental payments were Federally administered, States would not be required to pay any part of the administrative costs.

State supplementation would not be required but, if provided, would have to follow Federal rules concerning income exclusions. If Federally administered, supplementation would have to follow other requirements prescribed by the Secretary of HEW or Labor and would have to be payable to all families eligible for Federal payments except families with a fully employed father or families with an employed or unemployed father. States could, however, impose duration of residence requirements. States would pay no part of the administrative costs if they elected Federal administration and would pay the full administrative costs if they elected State administration. States electing Federal administration would also be guaranteed against certain cost increases arising out of caseload growth (see "Fiscal Impact on the States" below.)

Deserting Parents

Provides that a deserting parent would be obligated to the United States for the amount of any Federal payments made to his family, reduced by the amount of any payment he made to his family during the period of desertion. In cases where there is a court order for payments, the obligation would be limited to the amount of the court order, if lower.

Same as H.R. 16311, but adds provision making a person who travels across State lines for the purpose of avoiding his parental support responsibility guilty of a misdemeanor and subject to a fine, or sentence, or both.

H.R. 16311, April 1970

H.R. 1, June 1971

II.—OTHER PROVISIONS

Assistance for the Aged, Blind, and Disabled

State programs of aid for the aged, blind, and disabled would be required to assure each eligible individual a minimum monthly income of \$110. Federal standards would be established with respect to resource limitations, the definitions of blindness and disability, and certain other factors. Administration of payments could be performed either by Federal or State agencies, as agreed, with 50-50 State-Federal sharing of the costs of administration if State-administered, 100 percent Federal if federally administered. The Federal Government would pay 90 percent of the first \$65 of average assistance payments, and 25 percent of average payments over \$65 and up to a limit to be specified in regulations.

Present State programs of assistance for the aged, blind, and disabled would be replaced by a fully Federal program which would assure aged, blind, and disabled persons a total monthly income of \$130 for fiscal year 1973, \$140 for fiscal 1974, and \$150 for fiscal 1975 and thereafter (for married couples the amounts would be \$195 for fiscal 1973 and \$200 for fiscal 1974 and after). States could, at their option, provide supplemental payments above the Federal levels under the same conditions as apply to the family assistance programs (see State Supplementation above).

Social Services

Maintains present law, under which States receive 75 percent Federal matching for social services provided under State plans, with open-end appropriation.

Provides for closed-end appropriations for social services, except for child care and family planning, which would continue to be funded on an open-end basis. Federal matching for all services would continue to be 75 percent, with States required to provide 25 percent. Social services to be covered are defined in the bill. \$800 million is authorized for fiscal year 1973. The present child welfare services program would be continued with a separate additional authorization for foster care and adoption services.

H.R. 16311, April 1970

H.R. 1, June 1971

Food Stamps and Surplus Commodities

There would be no restriction against welfare recipients concurrently getting food stamps (or surplus commodities). Under the bill, and the existing food stamp laws, benefits received under the food programs would be ignored in determining eligibility for cash assistance, but any cash assistance received would be taken into account in determining eligibility under the food programs.

Persons eligible for cash assistance under either the family program or the program for the aged, blind, and disabled would be ineligible to participate in the food stamp program; they would not, however, be barred from receiving surplus commodities.

Fiscal Impact on the States

For fiscal years 1972 and 1973 each State would be assured that its net costs for required expenditures as supplemental family payments and as assistance for the aged, blind, and disabled would not exceed 100 percent of the net costs it would have incurred in the same years if its existing programs of regular cash assistance for families and for the aged, blind, and disabled had continued unchanged. This assurance would not apply with respect to expenditures caused by voluntary program liberalizations not required by this bill.

For each fiscal year, starting with 1973, each State would be assured that its net costs of providing supplemental payments administered by the Federal Government to families and to the aged, blind, and disabled would not exceed its net costs for regular cash assistance to persons in these categories in calendar year 1971. This assurance would apply only with respect to expenditures based on provisions no more liberal (with respect to payment levels and coverage) than those in effect in January 1971 except that the assurance would also cover an adjustment in January 1971 payment levels designed to offset the value of food stamps which recipients would lose under the bill.

*H.R. 16311, April 1970**H.R. 1, June 1971***Effective Dates**

Provisions effective on July 1, 1971. However, if a State would be prevented by statute from making supplementary payments to families or adults, the amendments would not apply in that State until the first July 1 following the end of the first regular session of the State legislature. Child care provisions would be effective upon enactment.

Provisions relating to assistance payments to families and adults effective July 1, 1972, except that payments to families in which there is an employed father (the working poor) would begin January 1, 1973. Provisions relating to child care and various changes affecting present law would be effective on enactment. Each State would be required to provide supplementation up to current payment levels (adjusted to compensate for the loss of food stamp eligibility) until it takes some positive action to set a different level or to eliminate supplementation.

**APPENDIX-1969 STUDY OF AID TO FAMILIES
WITH DEPENDENT CHILDREN**

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**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 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.

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.

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

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.

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 jurisdiction
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

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 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

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 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 pro- gram.....	36,000	2.2
Awaiting enrollment after referral to WIN.....	14,800	.9
Neither enrolled nor awaiting en- rollment.....	28,200	1.7
Subtotal.....	79,000	4.8

See footnote at end of table.

TABLE L.—AFDC FAMILIES BY STATUS OF FATHER, 1969—Con.

Status	Number	Percent
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.....	<u>1,228,800</u>	<u>75.4</u>
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.

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 institution; 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, separa- tion, or desertion.....	925,000	.....
Unknown.....	200	.....

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 pro- gram.....	64,400	3.9
Awaiting enrollment after referral to WIN.....	47,900	2.9
Neither employed, enrolled, nor awaiting enrollment, and:		
Physically or mentally incapac- itated for employment.....	224,100	13.7
No marketable skills, or suit- able employment not avail- able.....	112,600	6.9
Needed in the home full time as homemaker.....	578,200	35.5
None of the above factors ap- plies; she is: Actively seek- ing 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)

¹ Less than 0.05.

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

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 3d year.....	481,000	32.1
High school graduate.....	253,100	16.9
College:		
1st to 3d year.....	32,400	2.2
College graduate.....	2,800	.2
Unknown.....	268,700	18.0

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.