

Public Assistance Amendments

COMMITTEE ON FINANCE
UNITED STATES SENATE

RUSSELL B. LONG, *Chairman*

Staff Data and Materials Prepared by the Staff of the
Committee on Finance for the Use of the

SUBCOMMITTEE ON PUBLIC ASSISTANCE

DANIEL PATRICK MOYNIHAN, *Chairman*



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STAFF DATA AND MATERIALS RELATING TO PUBLIC ASSISTANCE AMENDMENTS

INTRODUCTION

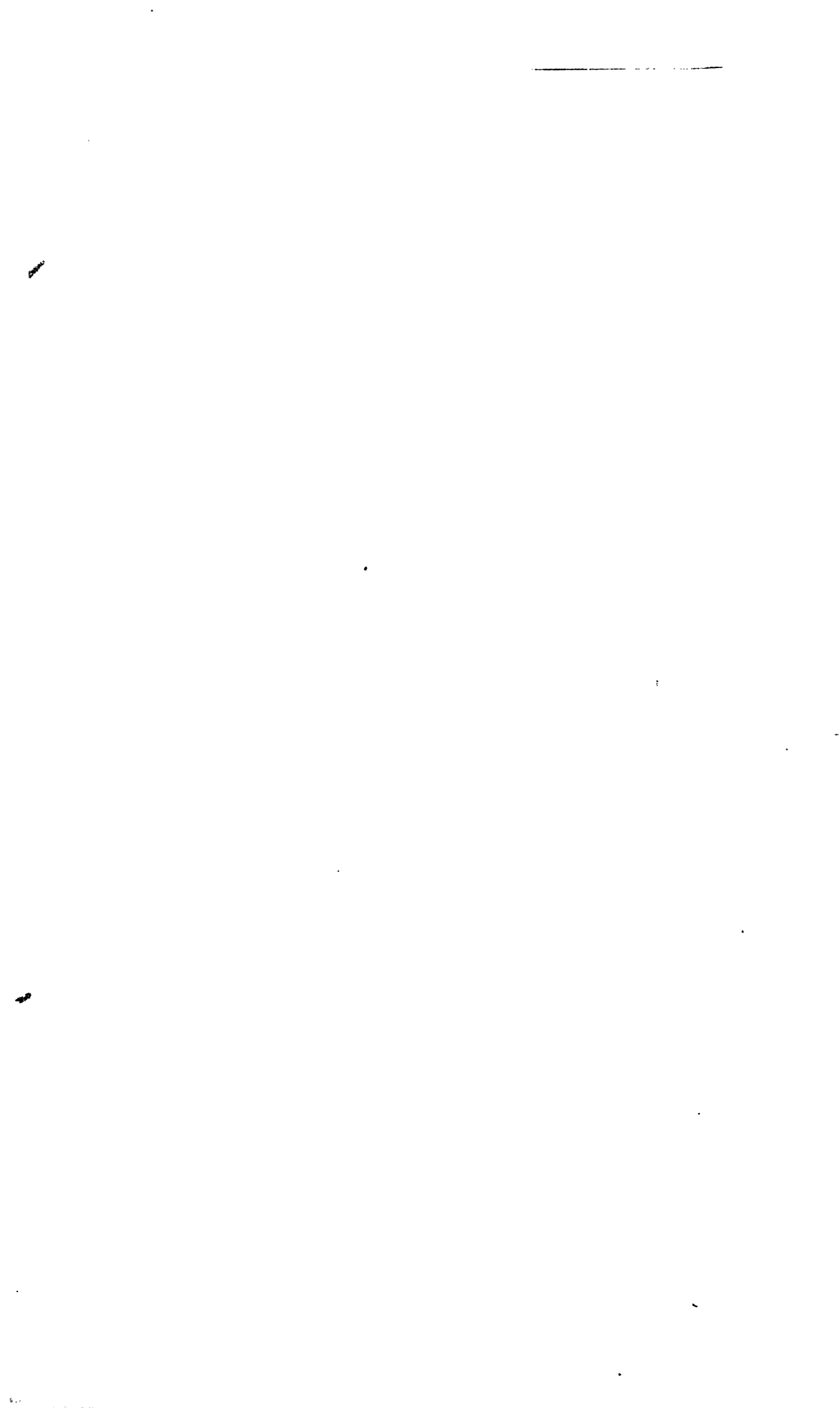
On June 14, 1977, the House of Representatives passed the bill H.R. 7200 which includes numerous amendments to the various public assistance programs established under the Social Security Act. Three of the provisions of H.R. 7200 have already, with some modifications, been enacted into law as a part of separate legislation (Public Law 95-59). These provisions, all involving matters which required action by the end of June 1977, were:

- a 15-month extension (through September 30, 1978) of the temporary provisions governing the eligibility of supplemental security income recipients for food stamps;

- a 15-month extension (through September 30, 1978) of the provision under which Federal matching is provided for State expenditures related to administering the child support program for persons who are not welfare recipients;

- a deferral until April 1, 1978, of the deadline by which the Secretary of Health, Education, and Welfare must submit a report on the appropriateness of child care standards mandated by title XX of the Social Security Act together with his recommendations for changes in those standards.

Hearings on the remaining provisions of H.R. 7200 and related proposals have been scheduled by the Subcommittee on Public Assistance of the Committee on Finance for July 12, 18, and 19, 1977. This document presents basic data and materials concerning the programs affected by H.R. 7200 and a description of its provisions.



I. Supplemental Security Income (SSI)

A. DESCRIPTION OF PROGRAM

The supplemental security income (SSI) program is a federally administered income support program for the aged, blind, and disabled. The program was enacted in 1972 and became effective on January 1, 1974, replacing the former State-administered programs of aid to the aged, blind, and disabled.

The SSI program guarantees needy aged, blind, and disabled persons a minimum monthly income of \$177.80 for a single individual or \$266.70 for a married couple. These are the basic Federal guarantee levels. In many States, however, higher levels prevail as a result of State action to supplement the basic Federal support levels. States may elect to administer their supplementary payments as a separate program or to contract for Federal administration so that the monthly payment of Federal and State benefits combined is included in a single check issued by the Federal Treasury.

The amount actually payable to a given recipient is determined by subtracting from the overall income support level the amount of income the individual has from other sources. In making this computation, some types of income are not counted. For example, there is excluded the first \$20 of monthly income from any source (such as from social security benefits) and certain proportions of income from wages. As a result, the total income of an individual who has some other source of income will always be somewhat higher than the total income of an individual who is entirely dependent upon SSI benefits.

In calendar year 1976, the SSI program paid \$4.5 billion in Federal benefits and another \$1.4 billion in federally administered State supplementary benefits to some 4.2 million recipients. At present, the beneficiary population is about evenly divided between the aged on the one hand and the blind and disabled on the other. Since the beginning of the program, however, the proportion of blind and disabled recipients has been steadily increasing.

B. PROVISIONS OF H.R. 7200

Attribution of parents' income and resources to children.—For purposes of the SSI program, the term "child" is defined to include an individual age 18 through 21 who is a student regularly attending a school, college, or university, or a course of vocational or technical training designed to prepare him for gainful employment. Otherwise, all persons aged 18 or over are treated as adults. The provision in the House bill would, in effect, eliminate any differential treatment of individuals on the basis of student status.

The effect of the present definition, in combination with the provision requiring that the parents' income and resources must be deemed to a child in determining the child's eligibility for SSI, is to discourage a disabled individual between the ages of 18 and 22 from attending

school or training. By attending school the individual must be considered a "child" under the SSI law, and the parents' income and resources are deemed to him. The result may be that he loses his SSI eligibility, or that the amount of the benefit is greatly reduced. By not attending school the individual is not considered a child, and only his own income and resources are countable for purposes of determining SSI eligibility.

Under the House provision, although the individual would no longer be subject to the deeming requirements, he would be subject to the provision of law which requires that the SSI benefit level be reduced by one-third in the case of persons who live in the household of another and receive support and maintenance in kind. In some cases, the change provided for in the House bill could result in a lower benefit amount. In most cases, however, benefits would be increased.

In June 1976 there were 143,904 blind and disabled children receiving federally administered SSI payments, including about 18,000 children aged 18 to 21.

Modification of requirement for third-party payee.—Under present law an SSI recipient who is an addict or alcoholic (1) must be undergoing appropriate treatment, and (2) must have his payments made to a third party interested in his welfare. The House bill would amend the third-party payee provision to provide that if the attending physician of the institution or facility where an individual is undergoing treatment certifies that the direct payment of SSI benefits would be of significant therapeutic value, and that there is substantial reason to believe that he would not misuse or improperly spend the funds, the payments may be made directly and not through a third party. The House report states that in areas where there is a substantial concentration of drug addicts and alcoholics, it has been difficult, and in some cases impossible, to secure third-party payees. It states further that it is believed by many of those involved in their treatment that there are some addicts and alcoholics who are sufficiently responsible to handle cash and for whom the direct cash payment would have a positive therapeutic value.

Present law provides specifically that the Secretary must make SSI payments with respect to an individual medically determined to be an addict or alcoholic to some other person (including an appropriate public or private agency) who is interested in or concerned with the welfare of the individual. The statute applies this third-party payment requirement to all disabled recipients who are found to be addicts or alcoholics and not only to those who are found to be disabled *because* of their addiction or alcoholism. However, the Social Security Administration has adopted a regulation which applies the payment restrictions only to those individuals whose addiction or alcoholism was the deciding factor in their eligibility for SSI. Since addiction or alcoholism is not ordinarily a basis of disability findings under the SSI program, this decision generally limits the impact of the provision to those relatively few individuals who were grandfathered into the program as addicts or alcoholics from the State programs of aid to the disabled. Thus, as of February 1976, there were 9,729 addicts and alcoholics who had been transferred from the previous State programs, and only 350 new awards since the beginning of the SSI program in January 1974. Of the total number, 8,696 of the recipients were in New York, 459 in California, and 344 in Maryland. Forty-

three States had fewer than 25 disabled alcoholics and drug addicts who were receiving federally administered SSI payments.

The requirement that all these addicts and alcoholics be paid through third parties is being met in only 43 percent of the cases. In 57 percent of the cases the individual is his own payee.

TABLE 1.—SUPPLEMENTAL SECURITY INCOME: NUMBER AND PERCENTAGE DISTRIBUTION BY TYPE OF REPRESENTATIVE PAYEE RECEIVING FEDERALLY ADMINISTERED PAYMENTS ON BEHALF OF PERSONS MEDICALLY DETERMINED TO BE ALCOHOLICS OR DRUG ADDICTS, FEBRUARY 1976

Type of representative payee	Total		Alcoholics		Drug addicts	
	Number	Percent	Number	Percent	Number	Percent
Total.....	10,079	100.0	2,599	100.0	7,480	100.0
Own payee.....	5,749	57.0	1,489	57.3	4,260	57.0
Spouse.....	142	1.4	74	2.8	68	.9
Parent.....	974	9.7	152	5.8	822	11.0
Other relative...	1,218	12.1	389	15.0	829	11.1
Nonrelative ¹	1,996	19.8	495	19.1	1,501	20.1

¹ Includes institution, social agency, public official and other—attorney, guardian or other interested person.

Source: Department of Health, Education, and Welfare.

Continuation of benefits for individuals hospitalized outside the United States in certain cases.—Under present law no individual is eligible for SSI for any month during all of which he is outside of the United States. Under the House bill individuals would be treated as inside the United States during any period of absence demonstrated to the satisfaction of the Secretary to be necessary to obtain inpatient hospital services, under certain specified conditions. SSI eligibility would be retained specifically if the individual was in a hospital which was closer to, or substantially more accessible from, the individual's residence than the nearest hospital within the United States which was adequately equipped to deal with, and was available for the treatment of, the individual's illness or injury. Eligibility would also be retained in the case of emergency inpatient hospital services provided in a hospital outside the United States so long as the individual was physically present in the United States or at a place within Canada while traveling between Alaska and another State at the time the emergency occurred. These conditions are the same as those imposed under the medicare program.

The House report provides no data for the number of cases which might be affected by this provision.

Exclusion of certain gifts and inheritances from income.—Whether an individual is eligible for SSI and the amount of his benefit is determined on the basis of the amount of the earned and unearned income

which he otherwise has. The statute defines unearned income to include gifts (cash or otherwise), support and alimony payments, and inheritances. The proposed House amendment would allow the Secretary by regulation to provide that gifts and inheritances which are not readily convertible into cash are not income. Persons receiving such gifts and inheritances would, however, be subject to the limitations on resources. If the gift or inheritance would have the effect of causing the individual to have excess resources the individual's case could be considered under the provision of law requiring the Secretary to prescribe the period of time within which and the manner in which various kinds of property must be disposed of in order not to be included in determining the individual's eligibility for benefits.

Increased payments for presumptively eligible individuals.—Present law provides for payment of a cash advance of up to \$100 in the case of persons who are presumptively eligible for SSI and who are faced with a financial emergency. The House bill would delete the provision for a one-time payment of \$100 and provide instead for one or more cash advances against the SSI benefits. The total cash advances could not exceed the aggregate amount of the benefits for which the individual is presumptively eligible, including any federally administered State supplementary payments, for the first 3 months of such presumptive eligibility. Thus, in California, for example, an individual could be eligible to receive an emergency payment (or payments) amounting to \$828.00 (3 months' payments at \$276.00 per month). The House report states that if an amount smaller than the full entitlement is all that is needed to meet the emergency, the provision would not require that the full amount be paid.

The use of the present emergency payment provision has been decreasing since the first months of the program. Major reasons given for this are the fact that it now takes SSA a considerably shorter time to process initial applications, and that many of the new applicants to the program have other sources of income. In January 1975 there were 1,540 emergency payment cases, with an average payment per case of \$92.18. In January 1976 there were fewer than half as many cases—652, with an average payment of \$92.79. In June 1976 there were only 354 emergency assistance cases, with an average of \$94.11 per case.

Termination of mandatory minimum State supplementation in certain cases.—Public Law 93-66 required States to establish State mandatory supplementation programs to assure that all persons who received assistance under the former programs of aid to the aged, blind and disabled in December 1973 receive no less income under SSI than they received under the previous programs. The House bill provides for the elimination of the mandatory supplementation requirement for individuals who, after September 1977, are (1) no longer residents of the State to which such rules apply, (2) receiving income equal to or greater than their December 1973 income, (3) ineligible for SSI because they are in a public institution or because of other specific restrictions on SSI eligibility, and (4) ineligible because of excess resources.

In January 1977 there were 122,628 recipients of mandatory State supplements. However, the Social Security Administration is required, under the language of the mandatory supplementation legislation, to carry on its records a mandatory supplement level for some 2.2 million

individuals who were converted to SSI from State rolls. The approximately 2 million individuals who were converted from the State rolls who do not benefit from the mandatory supplement provision do not do so for various reasons: their income, for example, may be higher under the optional State supplementation program than what is required under the mandatory supplement, or they may have had changed circumstances so that they are no longer subject to the guarantee.

The language in the House bill, apparently unintentionally, appears to have the effect of terminating all mandatory supplement cases. The intent of the bill, however, seems to be to allow States to end their guarantees in the case of individuals who are not actually receiving higher benefits under it on the assumption that, if they are not now benefiting from it, they are not likely to benefit from it in the future. This would allow the Social Security Administration and the States to eliminate continued recordkeeping on behalf of these individuals. Although some individuals would be disadvantaged by the loss of the permanent guarantee, the House report states that it is expected that "few individuals would be affected by the provision."

Monthly computation period for determination of supplemental security income benefits.—Under the SSI statute, the determination of an individual's eligibility and amount of entitlement is computed on a quarterly rather than a monthly basis. The House bill would require monthly determination.

There is no data to show how the present caseload would be affected by this change. The Administration has indicated that, although a definite cost estimate cannot be made, it believes the cost would not be excessive. It requested a 1-year delay in the effective date in order to implement the change.

The provision would not affect recipients who do not have varying income. Persons with irregular and unanticipated income would be affected, however. The present quarterly accounting period is said to create problems of overpayment in that an increase in a recipient's earnings or other income which occurs near the end of the quarter will affect his entitlement for the entire quarter. Thus SSI payments which are correct when paid in January can become overpayments because of unanticipated income received in March. However, recipients who engage in employment or otherwise have varying incomes may find that their estimates on a monthly basis are incorrect as often as estimates on a quarterly basis. An SSI check paid correctly at the beginning of a month would be rendered erroneous if the recipient's estimate of his income for that month proves to be incorrect.

In the welfare reform proposals which the Administration has under consideration at the present time attention is reportedly being given to extending the current quarterly accounting period to 6 months or 1 year with the purpose of reducing welfare costs.

Rate of payment to persons in medicaid institutions.—Under existing law, the income support level which the SSI program ordinarily provides for an individual is reduced to \$25 when the individual is institutionalized in a facility which receives payments for his care under the medical assistance program. The reduction takes place only in the case of a month or months in which the individual is institutionalized for the entire month. Thus, if an individual enters an institution on the

10th of May and is discharged on the 25th of June, the reduction in support levels does not take place.

The reason for the reduction in benefits to persons who are institutionalized is that the costs of their care including the costs which would ordinarily be met from the SSI payment are assumed to be financed entirely through the medicaid program (or their other income in combination with the medicaid program). Because institutionalized persons may have some incidental needs (e.g., for personal items) not covered by the medicaid program, a small \$25 benefit is provided and this benefit is not taken into account in determining what medicaid will pay toward the cost of the institutional care.

The House bill would provide that, where an individual who was already receiving SSI benefits is institutionalized, the reduction in SSI benefits to the \$25 monthly rate would not take place until the fourth full month during which he is in the institution. The House report indicates that the intent of the provision is to enable the institutionalized person to maintain a shelter outside the institution and to meet similar costs. It appears, however, that States might be able to require that the higher SSI payment be applied against the cost of the individual's institutional care, thus leaving the recipient with no increase in overall income.

Cost-of-living adjustments in SSI payments to individuals in certain institutions.—As described above, present law provides for a standard \$25 monthly payment to individuals in medical facilities receiving medicaid reimbursement in their behalf. The House provision would require that the \$25 payment be adjusted each year to reflect changes in the cost of living, on the same basis as the regular SSI benefit amount is adjusted. Thus the amount payable under a 5.9 percent increase, such as went into effect in July of this year, would be increased by \$1.50 per month.

Exclusion from income of certain assistance based on need.—Under present law, assistance which is based on need and provided by a tax-exempt charitable or philanthropic agency to an individual who is a resident of a nonprofit retirement home or similar institution is not counted as income in determining that individual's eligibility for SSI payments. The House bill would provide that any assistance provided by such an agency would be disregarded in determining SSI eligibility, regardless of whether the individual was living in an institution. The exclusion would not apply in situations in which the agency has a prior obligation to provide such assistance.

Exclusion of certain assistance payments from income.—The Housing Authorization Act of 1976 provides that certain subsidies under the act shall not be counted as income in determining eligibility for SSI payments beginning October 1, 1976. The House bill would cancel SSI overpayments attributable to the housing subsidies received by recipients prior to last October 1. Persons who have already reported the subsidies and had their overpayments recovered by SSA would not, however, be eligible for reimbursement.

Definition of eligible spouse.—For purposes of SSI, an eligible spouse is an aged, blind, or disabled individual (1) who is the spouse of another aged, blind, or disabled individual and (2) who has not been living apart from such other individual for more than 6 months. Under the House bill an eligible spouse would be an individual who has not been living apart from the SSI recipient for more than 1 month.

The effect of the provision would be to make SSI recipients and their eligible spouses eligible for benefits as single individuals after living apart for 1 month rather than 6 months. The purpose of the provision, as described in the House report, is to eliminate the financial hardship which may result when a couple separates and, regardless of the fact that they each may have the same expenses as any non-married individual, they are eligible only for half of the couple's benefit instead of the higher benefit for individuals. The provision would, however, have some other effects. It would require each spouse to meet the individual resources limitation, which, in the case of the assets being held in the name of one spouse rather than both, could have the effect of making that spouse ineligible for benefits. It could also, in combination with the section of the House bill requiring full SSI payments for the first 3 months of institutionalization, have the effect of paying one level of benefits in the first month of a spouse's institutionalization (the benefit to which he was already entitled), another higher level in the second and third months (the benefit to which a non-institutionalized individual is entitled), and a third level thereafter (the reduced \$25 payment to which an individual who is institutionalized is entitled).

Coordination with other assistance programs.—Under the House bill the Secretary of HEW would be required to "take such actions as may be necessary and appropriate" to coordinate the administration of SSI with the administration of the medicaid and food stamp programs in such a way as to facilitate the filing of claims for and receipt of benefits under these three programs. In accomplishing this, the Secretary would be authorized to enter into arrangements with the agencies administering the medicaid and food stamp programs to provide that, whenever possible, claims for benefits under these programs may be filed in the same office where claims for benefits under SSI are filed. The Secretary would also be authorized to reimburse any public agency for any additional administrative expenses incurred by the agency as the result of an agreement or arrangement made between the agency and the Secretary for the purpose of implementing these provisions. There is no specific amount authorized for this purpose.

Under present law, States may (under certain conditions) contract with the Social Security Administration for determination by SSA of the SSI recipient's eligibility for medicaid. Some 27 States have signed such a contract with SSA. The provisions for SSA determination of medicaid eligibility have been a source of continuing dissatisfaction on the part of the States. In addition, a majority of States have signed referral agreements with SSA for joint referral procedures to be followed by SSA and the State agencies administering food stamp and other programs. In some States there have also been agreements for the outstationing of State social service employees in local social security district offices to perform referral and other functions.

Attribution of sponsor's income and resources to aliens.—Under existing law, in order to be eligible for SSI an alien must be lawfully admitted for permanent residence or otherwise permanently residing in the United States "under color of law." The latter category refers primarily to refugees who enter as conditional entrants or parolees. An alien seeking admission to the United States must establish that

he is not likely to become a public charge. If a visa applicant does not have sufficient financial resources of his own, a U.S. consular officer may require assurance from a resident of the United States that the alien will be supported. Such assurances are known as affidavits of support, and the U.S. resident is referred to as the alien's sponsor. In addition, immigrants who become "public charges" within 5 years of their entry into the United States may be deported if the cause of their becoming "public charges" did not arise subsequent to their entry. Apparently, becoming dependent upon SSI or other assistance programs does not constitute becoming a "public charge" under existing interpretations of that term.

The House bill would amend the alien eligibility provisions of title XVI to provide that the income and resources of a sponsor shall be imputed to an alien on whose behalf an affidavit of support was executed, for the duration of the assurance of support, up to a maximum of 3 years after entry. The requirement would apply to aliens whose permanent residence in the United States began after enactment of the provision. It would not apply to an alien who is eligible because of blindness or disability if the blindness or disability began after the alien's admission to the United States.

The House report notes that there have been complaints about legal aliens receiving SSI benefits shortly after they have entered the United States. It notes further that instances have been cited of individuals who agreed to sponsor and support such aliens, and who reneged on that responsibility. In many States, because SSI recipients are automatically eligible for medicaid, aliens may also immediately become eligible for the full range of State medicaid benefits. According to the Social Security Administration, there are 148,000 aliens who are recipients of SSI. About 16,000 have resided in the United States for less than 5 years, and about 2,500 for less than 1 year.

The use of affidavits of support is not provided for by law or regulation but is an administrative practice of long standing. It is difficult to estimate the number of aliens who would be affected by the House provision because the number of aliens on whose behalf affidavits of support are required is not known. However, a spot check of the Manila visa issuing post, which issued the largest number of immigrant visas in 1975, revealed that 88 percent of all visa applicants were required to have affidavits of support, 10 percent had offers of employment in the United States, and 2 percent had their own means of support. Court decisions have generally established that an affidavit of support is not legally binding on a sponsor. On September 7, 1976, the Department of State issued proposed regulations to establish an affidavit of support procedure which would bind a sponsor to repay public assistance money paid to the sponsored alien. However, the Department of HEW has indicated that the proposed regulations create problems with respect to rules which limit conditions under which legally-made payments may be recovered. The Departments of State and Health, Education, and Welfare are now engaged in discussions on this issue.

Extension of supplemental security income benefit program to Puerto Rico, Guam and the Virgin Islands.—There is no program of Supplemental Security Income for persons living in Puerto Rico, Guam and the Virgin Islands. Instead, these jurisdictions are entitled to limited Federal matching funds for programs of aid to the aged, blind and

disabled under those titles of the Social Security Act which were formerly applicable in the States. The House bill would establish an SSI program in these jurisdictions, effective April 1, 1978, with benefit levels adjusted so as to bear the same ratio to the SSI benefit rates in the States as the per capita income in each of the jurisdictions bears to the per capita income of the State with the lowest per capita income.

Under the proposal, an eligible individual in Puerto Rico would be entitled to a maximum benefit of \$102.40 a month, in Guam the benefit would be \$160.00 a month, and in the Virgin Islands \$177.80. Under present law the average monthly payments in these jurisdictions in December 1976 were: Puerto Rico—\$19.04 for the aged, \$13.59 for the blind, and \$14.37 for the disabled; Guam—\$70.66 for the aged, \$88.37 for the blind, and \$74.90 for the disabled; Virgin Islands—\$55.94 for the aged, \$56.28 for the blind, and \$55.94 for the disabled.

The House bill would result in a very large increase in the number of persons receiving cash assistance in these jurisdictions. In Puerto Rico, for example, there were 35,384 aged, blind and disabled recipients of cash assistance in January 1976, with about half the caseload being aged and half being blind or disabled. The Social Security Administration has developed rough estimates for the House provision showing a total of 185,000 recipients, 105,000 of whom are estimated to be aged, and 80,000 blind or disabled. This would represent about a 425-percent increase in the number of aged, blind and disabled cash assistance recipients in Puerto Rico.

The Social Security Administration has estimated that it will take about 1,300 additional man-years to administer this provision of the House bill.

C. STATISTICAL TABLES

TABLE 2.—RECIPIENTS OF FEDERALLY ADMINISTERED SSI PAYMENTS, BY CATEGORY AND BY STATE, DECEMBER 1976

State	Total	Aged	Blind	Disabled
Total ¹	4,235,939	2,147,697	76,366	2,011,876
Alabama ²	143,277	93,980	1,915	47,382
Alaska ²	3,056	1,320	75	1,661
Arizona ²	28,371	13,417	450	14,504
Arkansas.....	85,714	53,881	1,656	30,177
California.....	673,711	323,921	16,093	333,697
Colorado ²	33,735	18,058	344	15,333
Connecticut ²	22,613	8,614	293	13,706
Delaware.....	6,766	3,051	228	3,487
District of Columbia.....	14,822	4,833	192	9,797
Florida.....	160,773	90,601	2,526	67,646
Georgia.....	161,138	86,555	2,957	71,626
Hawaii.....	9,349	5,249	127	3,973
Idaho ²	8,262	3,599	99	4,564
Illinois ²	131,459	43,973	1,599	85,887
Indiana ²	41,747	19,895	1,033	20,819

Iowa.....	27,852	14,645	1,110	12,097
Kansas.....	23,126	11,290	350	11,486
Kentucky ²	96,028	52,376	2,014	41,638
Louisiana.....	149,180	85,892	2,150	61,138
Maine.....	23,482	12,377	265	10,840
Maryland.....	47,848	18,249	554	29,045
Massachusetts.....	130,167	77,662	4,326	48,179
Michigan.....	117,188	47,347	1,588	68,253
Minnesota ²	36,444	17,113	635	18,696
Mississippi.....	120,815	75,493	1,911	43,411
Missouri ²	96,457	57,222	1,825	37,410
Montana.....	7,934	3,326	140	4,468
Nebraska ²	14,987	7,535	238	7,214
Nevada.....	5,784	3,520	304	1,960
New Hampshire ²	5,378	2,780	156	2,442
New Jersey.....	79,809	35,777	1,006	43,026
New Mexico ²	26,174	12,007	407	13,759
New York.....	388,374	163,779	4,055	220,540
North Carolina ²	146,265	74,977	3,561	67,727
North Dakota ²	7,467	4,360	63	3,044
Ohio.....	127,303	48,130	2,408	76,765
Oklahoma ²	80,424	46,991	1,085	32,348
Oregon ²	24,434	9,574	566	14,294
Pennsylvania.....	157,771	64,771	4,292	88,708
Rhode Island.....	15,692	6,744	180	8,768

See footnotes at end of table.³

TABLE 2.—RECIPIENTS OF FEDERALLY ADMINISTERED SSI PAYMENTS, BY CATEGORY AND BY STATE, DECEMBER 1976—Continued

State	Total	Aged	Blind	Disabled
South Carolina ²	82,462	44,669	1,918	35,875
South Dakota.....	8,292	4,775	121	3,396
Tennessee.....	134,460	73,477	1,770	59,213
Texas ³	273,856	178,078	3,994	91,784
Utah ²	8,862	3,272	175	5,415
Vermont.....	8,705	4,263	106	4,336
Virginia ²	77,528	41,213	1,403	34,912
Washington.....	50,137	19,291	506	30,340
West Virginia ²	42,957	18,704	649	23,604
Wisconsin.....	65,067	33,862	912	30,293
Wyoming ²	2,357	1,178	34	1,145

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¹ Includes persons with Federal SSI payments and/or federally administered State supplementation, unless otherwise indicated.
² Data for Federal SSI payments only. State has State-administered supplementation.

³ Data for Federal SSI payments only; State supplementary payments not made.

Source: Department of Health, Education, and Welfare.

TABLE 3.—TOTAL AMOUNT OF FEDERALLY ADMINISTERED SSI PAYMENTS, BY CATEGORY AND BY STATE, CALENDAR YEAR 1976

[In thousands of dollars]

State	Total	Aged	Blind	Disabled	Federal share of total amount ¹
Total	\$5,900,215	\$2,420,377	\$134,060	\$3,345,778	\$4,512,061
Alabama.....	156,822	90,983	2,764	63,075	156,822
Alaska.....	4,229	1,569	121	2,539	4,229
Arizona.....	37,470	14,528	705	22,237	37,470
Arkansas.....	89,846	50,610	2,301	36,935	89,314
California.....	1,340,172	525,205	38,188	776,779	541,963
Colorado.....	39,417	17,201	438	21,778	39,417
Connecticut.....	28,316	7,940	396	19,980	28,316
Delaware.....	8,210	2,771	351	5,088	7,416
District of Columbia.....	21,860	5,331	316	16,213	21,657
Florida.....	202,460	102,994	3,759	95,707	202,205
Georgia.....	184,109	86,238	4,395	93,476	183,150
Hawaii.....	14,315	6,840	231	7,244	10,075
Idaho.....	8,862	3,038	139	5,685	8,862
Illinois.....	170,061	40,910	2,291	126,860	170,061
Indiana.....	43,068	16,198	1,388	25,482	42,739

See footnote at end of table, p. 17.

TABLE 3.—TOTAL AMOUNT OF FEDERALLY ADMINISTERED SSI PAYMENTS, BY CATEGORY AND BY STATE,
CALENDAR YEAR 1976—Continued

[In thousands of dollars]

State	Total	Aged	Blind	Disabled	Federal share of total amount ¹
Iowa.....	27,660	12,122	1,492	14,046	26,431
Kansas.....	23,568	9,787	494	13,287	23,347
Kentucky.....	116,897	54,698	3,416	58,783	116,897
Louisiana.....	179,393	92,451	3,253	83,689	177,159
Maine.....	24,360	9,489	408	14,463	19,267
Maryland.....	64,240	17,157	838	46,245	63,555
Massachusetts.....	217,624	107,177	9,598	100,849	86,658
Michigan.....	182,045	57,798	2,829	121,418	125,711
Minnesota.....	36,045	14,031	824	21,190	36,045
Mississippi.....	139,511	75,877	2,868	60,766	139,099
Missouri.....	109,731	56,215	2,372	51,144	109,731
Montana.....	9,356	2,772	179	6,405	8,898
Nebraska.....	15,975	6,237	320	9,418	15,975
Nevada.....	7,746	4,332	600	2,814	5,347
New Hampshire.....	5,495	2,137	208	3,150	5,495
New Jersey.....	111,514	40,140	1,558	69,816	90,490
New Mexico.....	32,141	11,670	605	19,866	32,141
New York.....	667,508	214,094	8,125	445,289	436,115
North Carolina.....	163,567	67,030	5,211	91,326	163,567
North Dakota.....	8,079	3,893	87	4,099	8,079

Ohio.....	160,247	44,714	3,471	112,062	159,691
Oklahoma.....	91,710	47,289	1,677	42,744	91,710
Oregon.....	29,031	8,290	746	19,995	29,031
Pennsylvania.....	239,353	78,759	7,126	153,468	182,261
Rhode Island.....	19,571	5,978	299	13,294	13,995
South Carolina.....	91,617	41,183	2,871	47,563	91,617
South Dakota.....	8,517	4,153	176	4,188	8,390
Tennessee.....	152,791	68,919	2,719	81,153	152,761
Texas.....	285,707	165,588	5,744	114,375	285,707
Utah.....	10,611	3,198	234	7,179	10,611
Vermont.....	12,106	4,780	188	7,138	8,064
Virginia.....	83,523	35,609	2,056	45,858	83,523
Washington.....	74,988	20,759	940	53,289	60,208
West Virginia.....	55,433	18,953	1,052	35,428	55,433
Wisconsin.....	89,549	39,404	1,598	48,547	42,207
Wyoming.....	2,579	1,017	53	1,509	2,572

¹ In addition, the Federal Government paid for \$63.8 million of the State payments in fiscal 1976 under a transitional savings clause. The States now affected by the savings clause are Massachusetts and Wisconsin.

Source: Department of Health, Education, and Welfare.

TABLE 4.—INCOME SUPPORT LEVELS FOR AGED PERSONS,
LIVING INDEPENDENTLY; FEDERAL SSI AND STATE SUP-
PLEMENTARY PAYMENTS, JULY 1976^{1 2}

	Individuals	Couples
Alabama.....	\$167.80	\$251.80
Alaska ³	334.00	490.00
Arizona.....	167.80	251.80
Arkansas.....	167.80	251.80
California ⁴	276.00	522.00
Colorado ⁴	201.00	402.00
Connecticut.....	256.00	312.00
Delaware.....	167.80	251.80
District of Columbia.....	167.80	251.80
Florida.....	167.80	251.80
Georgia.....	167.80	251.80
Hawaii.....	183.00	276.00
Idaho ⁴	231.00	302.00
Illinois.....	175.00	251.80
Indiana.....	167.80	251.80
Iowa.....	167.80	251.80
Kansas.....	167.80	251.80
Kentucky.....	167.80	251.80
Louisiana.....	167.80	251.80
Maine.....	177.80	266.80
Maryland.....	167.80	251.80
Massachusetts ⁴	282.41	430.00
Michigan.....	192.10	288.20
Minnesota ³	196.00	289.00
Mississippi.....	167.80	251.80
Missouri.....	167.80	251.80
Montana.....	167.80	251.80
Nebraska ³	233.00	326.00
Nevada ^{4 5}	202.75	323.00
New Hampshire.....	170.00	251.80
New Jersey.....	190.00	262.00
New Mexico.....	167.80	251.80
New York.....	228.65	327.74
North Carolina.....	167.80	251.80
North Dakota.....	167.80	251.80

TABLE 4.—INCOME SUPPORT LEVELS FOR AGED PERSONS, LIVING INDEPENDENTLY; FEDERAL SSI AND STATE SUPPLEMENTARY PAYMENTS, JULY 1976^{1,2}—Continued

	Individuals	Couples
Ohio.....	\$ 167.80	\$ 251.80
Oklahoma.....	189.70	300.60
Oregon ⁴	179.80	261.80
Pennsylvania.....	200.20	300.50
Rhode Island.....	199.24	311.12
South Carolina.....	167.80	251.80
South Dakota.....	167.80	251.80
Tennessee.....	167.80	251.80
Texas.....	167.80	251.80
Utah.....	167.80	251.80
Vermont ³	200.00	315.00
Virginia.....	167.80	251.80
Washington ³	201.90	287.80
West Virginia.....	167.80	251.80
Wisconsin.....	234.00	351.00
Wyoming.....	167.80	251.80

¹ The amount shown is the total amount payable to an individual or couple in combined Federal SSI payments and State supplementary payments for basic needs. In some cases, additional amounts are payable by the State for special needs. Individuals who were on the State rolls in December 1973 may also in some instances receive additional amounts under the mandatory supplementation grandfather clause. The Federal component of the payments shown are: Full benefits: \$167.80 for individuals, \$251.80 for couples. Effective July 1, 1977, the Federal benefit is increased to \$177.80 for individuals, \$266.70 for couples. Public Law 94-585 requires that States not reduce their expenditures for State supplementation because of the cost-of-living increases. This means that, in most instances, State supplementary payment levels will not be reduced.

² Income support levels are also applicable for the blind and disabled unless otherwise indicated.

³ Maximum payment may be less depending upon actual shelter costs or area of State.

⁴ A different income support level is applied in the case of blind and/or disabled recipients.

⁵ No State supplementation is provided for disabled recipients.

TABLE 5.—SSI RECIPIENTS SUBJECT TO \$25 PAYMENT LEVEL
AS RESIDENTS OF MEDICAID INSTITUTIONS, MARCH 1977

	<i>Number of recipients</i>
Total	212,777
Alabama	4,501
Alaska	219
Arizona	4
Arkansas	5,097
California	19,758
Colorado	3,285
Connecticut	2,248
Delaware	210
District of Columbia	171
Florida	3,118
Georgia	7,455
Hawaii	228
Idaho	665
Illinois	11,987
Indiana	3,284
Iowa	3,042
Kansas	3,558
Kentucky	2,517
Louisiana	7,448
Maine	929
Maryland	2,340
Massachusetts	7,187
Michigan	6,583
Minnesota	6,380
Mississippi	2,113
Missouri	2,876
Montana	724
Nebraska	1,892
Nevada	236
New Hampshire	473
New Jersey	2,753
New Mexico	779
New York	21,037
North Carolina	3,204
North Dakota	709

TABLE 5.—SSI RECIPIENTS SUBJECT TO \$25 PAYMENT LEVEL AS RESIDENTS OF MEDICAID INSTITUTIONS, MARCH 1977—Continued

	<i>Number of recipients</i>
Ohio.....	6,660
Oklahoma.....	8,414
Oregon.....	2,339
Pennsylvania.....	9,971
Rhode Island.....	1,357
South Carolina.....	2,140
South Dakota.....	980
Tennessee.....	4,249
Texas.....	20,508
Utah.....	1,482
Vermont.....	454
Virginia.....	3,477
Washington.....	3,348
West Virginia.....	463
Wisconsin.....	7,792
Wyoming.....	133

Source: Department of Health, Education, and Welfare.

D. COST OF PROVISIONS OF H.R. 7200

Most of the provisions of H.R. 7200 related to the Supplemental Security Income program have been estimated as having very small or negligible costs. The provisions which are estimated to have significant costs are the following:

(1) The continuation for 3 months of full SSI eligibility for persons in medicaid institutions has been estimated to have a first-year cost ranging from \$4 to \$13 million.

(2) The provision for providing cost-of-living increases in the \$25 payment to persons in medicaid institutions has an estimated first-year cost of \$3.8 million.

(3) The provision treating separated spouses as individuals after 1 month rather than 6 months of separation has an estimated first-year cost of about \$3 million.

(4) The provision extending the SSI program to Puerto Rico, Guam, and the Virgin Islands has been estimated to have a first-full-year cost of \$170 to \$185 million (in fiscal year 1978, the cost is estimated at around \$80 to \$85 million because the provision is not effective until April 1, 1978).

The provision changing from a quarterly to a monthly accounting period for SSI was estimated to have a small savings by the Congressional Budget Office but this appears contrary to what studies of accounting periods have shown. No estimate of the cost of this change has been developed but the Administration believes that it would involve additional costs.

Several of the SSI provisions which have been estimated to have negligible costs are drawn in a manner which leaves much room for varying interpretations or for regulatory or administrative discretion. It appears possible that these provisions, if not narrowly interpreted and tightly administered, might result in significant increased costs both under the SSI program and under State medicaid programs (SSI recipients generally become eligible for medicaid). Provisions which seem to fall in this category are the following:

(1) The provision allowing the Secretary to exclude from income the value of gifts and inheritances; (2) the provision permitting payment for up to 3 months of full SSI benefits to presumptively eligible individuals; (3) the provision for coordination of SSI administration with food stamp and medicaid administration including some Federal assumption of related administrative costs.

II. Social Services and Child Care

A. DESCRIPTION OF PROGRAM

In addition to providing Federal funding for cash public assistance to certain categories of needy individuals, the welfare titles of the Social Security Act have provided funding for a variety of social services programs. Originally, the costs of social services were considered a part of the administrative costs of operating cash public assistance programs, but subsequent amendments provided separate recognition of social services programs, expanded their availability to persons not receiving cash assistance, permitted funding of services provided by other than the welfare agency itself (including services by non-public agencies), and increased the Federal rate of matching to 75 percent (90 percent in the case of family planning services).

Prior to fiscal year 1973, Federal matching for social services, like Federal matching for welfare payments, was mandatory and open-ended. Every dollar a State spent for social services was matched by three Federal dollars. In 1971 and 1972 particularly, States made use of these provisions to increase at a rapid rate the amount of Federal money going into social services programs.

In 1972, the Congress established a \$2.5 billion annual ceiling on the amount of Federal funding for social services programs effective for fiscal year 1973 and subsequent fiscal years. Under this overall national ceiling, each State has a ceiling established which is based on its population relative to the population of the entire Nation.

In 1974, Congress substantially revised the statutes governing the social services programs. The 1974 legislation transferred the provisions governing social services programs from the cash public assistance titles of the Social Security Act to a new separate services title (title XX). The Federal matching percentage for services remained at 75 percent under the new title XX program and the overall ceiling of \$2.5 billion allocated among the States on a population basis was not changed. Among the changes which were made in the new legislation, however, was a formal incorporation into the program of certain standards for child care funded under title XX. The child care standards were a modified version of the Federal Interagency Day Care Requirements of 1968. The Federal Interagency Requirements had previously been applicable to child care under the social services program but compliance with them had not been monitored.

Among other requirements mandated by title XX for child care funded under that act are certain minimum staffing standards. The standards which would be applied under title XX are shown in the table below.

TABLE 6.—CHILD CARE CENTER STAFFING REQUIREMENTS
UNDER LAW AND HEW REGULATION

Age of child	Maximum number of children per staff member	
Under 6 weeks.....	1	Required by regulation.
6 weeks to 3 years.....	4	Required by regulation. ¹
3 to 4 years.....	5	Required by law. ¹
4 to 6 years.....	7	Required by law. ¹
6 to 9 years.....	15}	Maximum number allowed by law (though Secretary of HEW may lower the maxi- mum number of children per staff member, thus in- creasing the staff required)
10 to 14 years.....	20}	

¹ Public Law 94-401 provides that no penalty for noncompliance may be invoked prior to Oct. 1, 1977.

The standards shown in table 6 above were to have become effective as of October 1, 1975, the date when the title XX program went into operation. However, because the imposition of these staffing standards would have increased the cost of operation of the program and because of disagreement as to the appropriateness of these standards, Congress enacted legislation postponing their implementation on a mandatory basis until October 1, 1977, by which time a major study of their appropriateness was to have been completed by the Department of Health, Education, and Welfare.

Legislation enacted earlier this year (Public Law 95-59) has deferred until April 1, 1978 the date by which the Department must make its report on the appropriateness of the child care staffing standards in permanent law. The Department had requested this deferral in order to permit it to take into account the results of certain studies which would not have been completed in time to be used under the prior deadline of July 1, 1977.

The 94th Congress legislation, in addition to suspending the implementation of the title XX staffing standards for child care, also provided for a temporary increase in the limit on Federal funding under the title XX program. The amount made available was \$40 million for the period prior to fiscal year 1977 and \$200 million for fiscal year 1977. The additional funding was allocated among the States in the same way as the permanent \$2.5 billion limit, i.e. on a population basis. The \$200 million for fiscal year 1977 was available on a 100-percent Federal basis and could not exceed the amount of State expenditures for child care.

The legislation enacted in 1976 also included provisions designed to encourage the employment of welfare recipients in child care jobs. The welfare recipient employment incentive tax credit which provides a 20-percent credit for the expenses incurred by employers in hiring

welfare recipients was extended to September 30, 1977 in the case of child care jobs. States were also authorized to use a part of the additional funds available under the social service program to reimburse employers for the costs of hiring welfare recipients to the extent that the costs were not met through the tax credit.

B. PROVISIONS OF H.R. 7200

Increase in ceiling on Federal social services funding; extension of special provisions relating to child day care provisions.—Under the House bill the ceiling on Federal matching for social services would be increased to \$2.7 billion on a permanent basis, beginning with fiscal year 1978. However, in fiscal year 1978 the additional \$200 million would be provided for child care services, as under Public Law 94-401, on a 100-percent Federal funding basis.

The House bill would also provide for the extension to October 1, 1978, of certain provisions of Public Law 94-401 which otherwise expire October 1, 1977. These are:

(1) Deferral of child care standards. Federal staffing standards for child care serving children age 6 weeks to 6 years are suspended under present law. This suspension would continue for an additional year. The condition that State law requirements would have to be met and that standards could not be lowered from September 1975 levels would be continued.

(2) Use of funds to increase employment of welfare recipients. The bill would continue to require States, to the extent they determine feasible, to use the added Federal funding in a way which would increase employment of welfare recipients and other low income persons in child care jobs.

(3) State grants to aid employment of welfare recipients. The bill would continue for another year to permit States, without regard to usual title XX requirements, to use added Federal funding under the bill to make grants to child care providers to cover the cost of employing welfare recipients. These grants are limited to \$4,000 a year per employee in the case of proprietary providers. For public and non-profit providers, which are ineligible for tax credits, the limit on grants would be \$5,000. Grants could be made under this authority only if at least 20 percent of the children served by the child care provider have their care paid for through the title XX program.

(4) Welfare recipient tax credit. The provision granting a tax credit equal to 20 percent of wages to child care employers who hire persons who receive aid to families with dependent children as child care givers would be extended for an additional year. The tax credit is limited to a maximum of \$1,000 per employee per year in the case of child care jobs.

(5) Waiver provisions and modification of family day care requirements. State welfare agencies would be permitted to continue to waive the Federal staffing requirements in the case of child care centers and group day care homes which meet State standards if the children receiving federally funded care represent no more than 20 percent of the total number of children served (or, in the case of a center, there are no more than 5 such children), provided that it is infeasible to place the children in a facility which does meet the Federal requirements. It would also continue the modification of the limitations on the number of children who may be cared for in a family day care

home by providing that the family day care mother's own children not be counted unless they are under age 6.

(6) Addicts and alcoholics. It would continue for a year the provisions requiring that special confidentiality requirements of the comprehensive Alcohol Abuse Act be observed with regard to addicts and alcoholics, clarify that the entire rehabilitative process must be considered in determining whether medical services provided to addicts and alcoholics can be funded as an integral part of a State social services program, and provide for funding of a 7-day detoxification period even though social services funding is generally not available to persons in institutions.

Social services entitlement for Puerto Rico, Guam and the Virgin Islands.—Puerto Rico, Guam, and the Virgin Islands do not participate in the title XX social services program on the same basis as the States. Instead, they may receive an allotment for social services only from the amount that the States and the District of Columbia certify, *after* the beginning of the program year, that they will not use out of their share of the \$2.5 billion in Federal funding under the title XX program. The law specifies that in no case can the allotment exceed \$15 million for Puerto Rico and \$500,000 each for Guam and the Virgin Islands.

The amendment in the House bill would require each State, *prior* to the beginning of the fiscal year, to certify to the Secretary whether it will have funds in excess of its title XX program needs and the amount of the excess. If a State certified that its allotment exceeded its need, then the amount of the allotment would be reduced by the amount of the excess. Under the provision the State could make a subsequent determination, after the beginning of the fiscal year, if it later determined that the amount originally certified was in excess of the amount needed. Amounts certified as in excess of State needs would be available for allotment to Puerto Rico, Guam, and the Virgin Islands, up to the amount of the limitations specified in existing law.

The purpose of the provision is to attempt to provide Puerto Rico, Guam and the Virgin Islands with earlier notice than is now possible, of the amount of title XX money which will be available to them for the fiscal year. In recent fiscal years the three jurisdictions have not been using the full amount of their allotments under the title XX program. In fiscal year 1976, the amounts used were: \$7 million by Puerto Rico, \$90,600 by the Virgin Islands, and \$44,000 by Guam.

C. STATISTICAL TABLES

TABLE 7.—LIMIT ON FEDERAL SHARE OF STATE EXPENDITURES
FOR SOCIAL SERVICES FOR FISCAL YEAR 1977

[In millions]

	Full allocation under \$2,500.000 limit	Allocation of additional \$200.000 under Public Law 94-401
Total.....	\$2,500.000	\$200.000
Alabama.....	\$42.300	\$3.384
Alaska.....	3.975	.318
Arizona.....	25.450	2.038
Arkansas.....	24.375	1.950
California.....	247.250	19.780
Colorado.....	29.525	2.362
Connecticut.....	36.525	2.922
Delaware.....	6.775	.542
District of Columbia.....	8.550	.684
Florida.....	95.675	7.654
Georgia.....	57.725	4.618
Hawaii.....	10.025	.802
Idaho.....	9.450	.756
Illinois.....	131.650	10.532
Indiana.....	63.025	5.042
Iowa.....	33.775	2.702
Kansas.....	26.850	2.148
Kentucky.....	39.700	3.176
Louisiana.....	44.525	3.562
Maine.....	12.375	.990
Maryland.....	48.425	3.874
Massachusetts.....	68.600	5.488
Michigan.....	107.575	8.606
Minnesota.....	46.325	3.706
Mississippi.....	27.475	2.198
Missouri.....	56.500	4.520
Montana.....	8.700	.696
Nebraska.....	18.250	1.460
Nevada.....	6.775	.542
New Hampshire.....	9.550	.764

TABLE 7.—LIMIT ON FEDERAL SHARE OF STATE EXPENDITURES
FOR SOCIAL SERVICES FOR FISCAL YEAR 1977—Continued

[In millions]

	Full allocation under \$2,500,000 limit	Allocation of additional \$200,000 under Public Law 94-401
New Jersey.....	\$86.700	\$6.936
New Mexico.....	13.275	1.062
New York.....	214.200	17.136
North Carolina.....	63.425	5.074
North Dakota.....	7.525	.602
Ohio.....	126.975	10.158
Oklahoma.....	32.050	2.564
Oregon.....	26.800	2.144
Pennsylvania.....	139.975	11.198
Rhode Island.....	11.075	.886
South Carolina.....	32.925	2.634
South Dakota.....	8.075	.646
Tennessee.....	48.825	3.906
Texas.....	142.500	11.400
Utah.....	13.875	1.110
Vermont.....	5.550	.444
Virginia.....	58.050	4.644
Washington.....	41,100	3.288
West Virginia.....	21.175	1.694
Wisconsin.....	54.000	4.320
Wyoming.....	4.250	.340

Source: Department of Health, Education, and Welfare.

TABLE 8.—CHILD CARE CENTERS: MINIMUM STAFFING REQUIREMENTS, BY AGE OF CHILDREN, UNDER STATE LICENSING REGULATIONS

State	Maximum number of children per staff member ¹ if age of children is—						Minimum number of adults on premises
	Under 2	2 to 3	3 to 4	4 to 5	5 to 6	School age	
Alabama.....	5	² 10	10	20	20	³ 25	⁴ 1
Alaska.....	5	5	10	10	10	10	2
Arizona.....	⁵ 10	10	15	20	25	25	¹⁰ 2
Arkansas ⁷		⁸ 12	12	15	18	(⁹)	(⁹)
California ⁷		12	12	12	12	12	1
Colorado.....		⁸ 8	10	12	15	15	¹⁰ 2
Connecticut.....	4	4	¹¹ 5	¹¹ 7	¹¹ 7	¹¹ 10	2
Delaware.....	¹² 8	¹³ 15	15	20	20	25	1
District of Columbia.....	4	¹³ 8	8	10	15	15	(⁹)
Florida.....	¹² 8	12	15	20	25	25	1
Georgia.....	¹⁴ 10	10	15	18	20	25	2
Hawaii.....	(¹⁵)	10	15	20	25	25	1
Idaho.....	¹⁴ 8	¹³ 10	10	10	10	(⁹)	¹⁶ 1
Illinois.....	6	8	10	¹⁷ 10	25	25	1
Indiana.....	¹⁸ 5	5	10	12	15	20	2
Iowa.....	4	6	8	12	15	¹⁹ 20	¹⁰ 2
Kansas.....	¹⁸ 5	¹³ 7	10	¹⁷ 10	¹⁷ 10	16	1
Kentucky.....	6	8	10	12	15	¹⁹ 20	⁶ 2
Louisiana ²⁰	¹⁹ 8	12	14	16	20	25	(⁹)
Maine ²⁰	(²¹)	⁸ 8	10	15	15	²² 15	2

Maryland.....	(15)	6	10	10	13	(9)	1
Massachusetts.....	3 4	2 17 10	17 10	23 15	15	24 15	10 2
Michigan.....	(21)	8 10	10	12	20	(9)	25 2
Minnesota.....	14 7	13 10	10	10	10	15	25 1
Mississippi.....	(9)	(9)	(9)	(9)	(9)	(9)	25 2
Missouri ⁷		8	10	10	15	15	6 2
Montana.....	10	10	10	10	10	10	2
Nebraska.....	4	5	7	7	7	12	2
Nevada.....	12 8	27 10	28 10	28 10	28 10	29 10	3 2
New Hampshire ⁷			10	15	18	20	30 1
New Jersey ³¹							2
New Mexico.....	10	10	15	15	17 15	17 15	1
New York.....	14 5	5	5	7	7	10	1
North Carolina ³²	8	12	15	20	25	25	(9)
North Dakota.....	12 4	4	6	6	10	10 20	30 1
Ohio.....	14 10	10	15	15	20	20	2
Oklahoma ¹¹	12 6	8	12	15	15	20	1
Oregon.....		13 10	10	10	10	22 15	1
Pennsylvania.....	(33)	(33)	8	10	10	13	2
Rhode Island.....	(33)	(33)	10	15	25	(9)	2

See footnotes at end of table.

TABLE 8.—CHILD CARE CENTERS: MINIMUM STAFFING REQUIREMENTS, BY AGE OF CHILDREN, UNDER STATE LICENSING REGULATIONS—Continued

State	Maximum number of children per staff member ¹ if age of children is—						Minimum number of adults on premises
	Under 2	2 to 3	3 to 4	4 to 5	5 to 6	School age	
South Carolina.....	6	8	10	14	15	15	2
South Dakota.....	¹² 4	4	5	7	7	20	¹⁹ 2
Tennessee.....	¹² 6	8	10	15	25	30	1
Texas.....	¹² 9	11	15	18	22	¹⁹ 26	(⁹)
Utah.....	(¹⁵)	10	15	15	20	25	2
Vermont.....	4	5	10	10	12	12	2
Virginia.....	4	10	10	10	10	25	2
Washington.....	¹² 7	¹³ 10	10	10	10	10	⁶ 2
West Virginia.....	4	8	10	12	16	16	¹⁰ 2
Wisconsin.....	¹² 4	¹³ 8	10	12	16	16	⁶ 2
Wyoming ⁷	5	8	10	15	20	25	1
FIDCR 1968.....	(³⁴)	(³⁴)	5	7	7	10	.....
FIDCR (title XX fundings).....	³⁸ 4	4	5	7	7	³⁶ 20	.....
HEW recommended guides for day care licensing.....	4	5	10	10	12	³⁷ 20	(³⁸)

¹ Includes only persons providing child care; when there is a mixture of ages, the ratio for the youngest child is generally applicable.

² 5, if children under 2½; in Massachusetts, 4, if under 33 mo.

³ 22, if children 6 to 8.

⁴ 2d person aged 16 or above required whenever 2 or more children present.

⁵ 8, if children under 15 mo; in Massachusetts, 3, if under 15 mo.

⁶ When the number of children exceeds 10; in Kentucky when number of preschool children exceeds 10, or school age exceeds 15; in Ohio when number exceeds 5; in Wisconsin, when number exceeds 9.

⁷ Applicable to centers licensed to accept children 2½ and over; in California, Missouri, 2 and over; in New Hampshire, 3 and over; in Wyoming, 2 and over.

⁸ 2½ to 3.

⁹ Not Specified.

¹⁰ When 7 or more children present; in Iowa, when such children are 5 or younger; in Nevada, when 3 or more of such children are under 2.

¹¹ Recommended or desirable ratios.

¹² 5, if children under 1; in Florida, 6 if under 1; in Louisiana, 6, if not walking; in Nevada 4, if 6 weeks to 9 mo. 6, if 9 to 18 mo; in North Dakota, 1 if birth to 6 weeks; in Oklahoma, 4, if under 10 mo; in South Dakota, 1 if birth to 6 weeks, 3, if 6 weeks to 18 mo; in Texas, 5, if birth to 1, 6 if 1 to 1½; in Wisconsin, 3 if under 1.

¹³ 8, if children under 2½; in District of Columbia, Oregon, 4, if under 2½; in Kansas 5, if walking to 2½; in Minnesota, 7, if under 31 mo; in Washington, 7, if under 2½; in Wisconsin 6, if under 2½.

¹⁴ 7, if children under 1½; in Idaho, 6, if under 1½; in Minnesota, 4, if under 16 mo; in New York 4, if under 1½; in Ohio, 8, if under 1½.

¹⁵ Children under 2 generally may not be accepted.

¹⁶ 2, if possible.

¹⁷ If full day; 20, if half day; in Kansas and Massachusetts, 12, if part day; in New Mexico, 20, if in care 3 hr or less.

¹⁸ If toddlers (i.e., walking to 2); 4, if infants (i.e., 6 weeks to walking); in Kansas, 3, if 2 weeks to nonwalking under 2.

¹⁹ 15, if children 6 to 10; in Kentucky, if 6 to 8.

²⁰ Centers serving 11 or more children; in Maine, 15 or more; in Michigan, 10 or more; in Utah, 20, if 6.

²¹ Children under 2½ generally may not be accepted.

²² 10, if separate before- or after-school program; if children under 7.

²³ 10, if under 4 years 9 mo.

²⁴ If children under 7.

²⁵ Any center.

²⁶ Children over 5 generally may not be accepted.

²⁷ For 1st 20 children, 1:15 thereafter 8, if infant/toddler nursery.

²⁸ For 1st 20 children, 1:15 thereafter.

²⁹ For 1st 20 children, 1:15 thereafter. Before and after school care may be provided for 3 additional children or 10 percent in excess of licensed capacity whichever is greater, provided that 1 additional caregiver is present.

³⁰ 2d required attendant may be teenager; in New Hampshire, must be at least 16.

³¹ 2 adults for any total group.

³² Applicable to centers with 30 or more children. If less than 30, ranging from infancy to 13 years, required staff is: 1 (6 to 10 children), 2 (11 to 20 children), 3 (21 to 29 children).

³³ Children under 3 generally may not be accepted.

³⁴ State regulations.

³⁵ 1, if under 6 weeks.

³⁶ 15, if children 6 to 10; 10, if children 14.

³⁷ If children 12 to 14; 12, if 6 to 7; 16, if 7 to 11.

³⁸ Half the staff required by the applicable ratios for children in the facility at that time.

Note: Current as of Nov. 30, 1976.

Source: Department of Health, Education, and Welfare.

D. COST OF PROVISIONS OF H.R. 7200

The House bill provides a continuation of the \$200 million additional social services funding for child care. It seems that all or nearly all of this amount would be used by the States. The territories of Guam, Puerto Rico, and Virgin Islands are now using about half of the \$16 million available to them through reallocation of unused title XX funds. If the provision in H.R. 7200 for earlier reallocation has any impact, it seems likely that some or all of the remaining \$8 million would be used.

III. Child Welfare Services, Foster Care, and Adoptions

A. DESCRIPTION OF PROGRAMS

State activities in the areas of foster care and adoptions are not now closely monitored by the Federal Government. The child welfare services program under title IV-B of the Social Security Act provides a relatively small Federal contribution to the costs of State programs to protect and promote the welfare of children including the provision of services to enable children to remain in their own homes, action to remove children from unsuitable homes and place them in foster care homes or institutions, and measures to place children in adoptive homes. Title IV-B authorizes annual appropriations of up to \$266 million for child welfare services but the appropriation has never exceeded \$56.5 million. State costs of operating these programs actually amount to approximately \$750 million in fiscal year 1976.

Where a child placed for foster care is found to have been eligible for aid to families with dependent children (AFDC) payments in his own home, however, Federal funding for the costs of foster care is available through the AFDC program provided that the child has been removed from his own home and placed in foster care as a result of a judicial proceeding. This provision now accounts for about \$200 million annually in Federal funding of the costs of foster care.

B. PROVISIONS OF H.R. 7200

Conversion of child welfare services program to entitlement.—Under H.R. 7200 as passed by the House, the funding nature of the child welfare services program would be changed from an authorization of \$266 million which is subject to appropriations action (and which has always been funded at a much lower level) to an entitlement program in which States would be assured of full funding if they have sufficient qualified expenditures. The amount of the entitlement nationally would be \$266 million allocated among the States under a formula based on the relative number of children in each State and on the relative per capita income of each State (with higher allotments going to States with lower per capita income). Amounts not needed by a State would be reallocated to the remaining States.

TABLE 9.—ESTIMATED INCREASED ALLOCATIONS TO STATES
FOR FISCAL YEAR 1978 FOR CHILD WELFARE SERVICES (TITLE
IV-B) UNDER H.R. 7200

States	Fiscal year 1977 allocation	Fiscal year 1978 estimated allocation	Increase
Alabama.....	\$1,180,089	\$5,526,000	\$4,345,911
Alaska.....	154,230	389,000	234,770
Arizona.....	686,376	3,153,000	2,466,625
Arkansas.....	712,954	3,180,000	2,467,046
California.....	4,420,291	21,858,000	17,437,708
Colorado.....	699,752	3,175,000	2,475,248
Connecticut.....	634,935	2,925,000	2,290,065
Delaware.....	191,614	678,000	486,386
District of Columbia.....	184,564	626,000	441,436
Florida.....	1,790,153	9,382,000	7,591,847
Georgia.....	1,492,687	7,136,000	5,643,313
Guam.....	118,238	310,000	191,762
Hawaii.....	258,371	1,027,000	768,629
Idaho.....	322,254	1,264,000	941,746
Illinois.....	2,345,843	11,380,000	9,034,157
Indiana.....	1,414,892	6,803,000	5,388,108
Iowa.....	770,259	3,365,000	2,594,741
Kansas.....	587,103	2,600,000	2,012,897
Kentucky.....	1,068,569	4,952,000	3,883,431
Louisiana.....	1,287,954	6,033,000	4,715,046
Maine.....	378,764	1,594,000	1,215,236
Maryland.....	956,876	4,524,000	3,567,124
Massachusetts.....	1,328,601	6,503,000	5,174,399
Michigan.....	2,169,716	10,796,000	8,626,284
Minnesota.....	1,059,188	4,915,000	3,855,812
Mississippi.....	892,309	4,158,000	3,265,691
Missouri.....	1,230,106	5,961,000	4,730,894
Montana.....	276,073	1,073,000	796,927
Nebraska.....	444,627	1,893,000	1,448,373
Nevada.....	195,403	710,000	514,597
New Hampshire.....	282,704	1,161,000	978,296
New Jersey.....	1,438,211	7,211,000	5,782,789
New Mexico.....	459,706	1,980,000	1,520,294
New York.....	3,479,774	17,881,000	14,411,226
North Carolina.....	1,600,954	7,680,000	6,079,046

TABLE 9.—ESTIMATED INCREASED ALLOCATIONS TO STATES FOR FISCAL YEAR 1978 FOR CHILD WELFARE SERVICES (TITLE IV-B) UNDER H.R. 7200—Continued

States	Fiscal year 1977 allocation	Fiscal year 1978 estimated allocation	Increase
North Dakota.....	\$232,419	\$820,000	\$587,581
Ohio.....	2,654,867	13,108,000	10,453,133
Oklahoma.....	800,588	3,630,000	2,829,412
Oregon.....	628,487	2,800,000	2,171,513
Pennsylvania.....	2,729,585	13,282,000	10,552,415
Puerto Rico.....	1,505,158	7,222,000	5,716,842
Rhode Island.....	284,076	1,142,000	857,924
South Carolina.....	967,275	4,456,000	3,488,725
South Dakota.....	266,025	1,010,000	743,975
Tennessee.....	1,258,768	5,890,000	4,631,232
Texas.....	3,475,706	16,494,000	13,018,294
Utah.....	493,593	2,155,000	1,661,407
Vermont.....	209,004	749,000	539,996
Virgin Islands.....	112,530	282,000	159,470
Virginia.....	1,298,321	6,102,000	4,803,679
Washington.....	889,983	4,064,000	3,174,017
West Virginia.....	577,528	2,549,000	1,971,472
Wisconsin.....	1,265,928	5,939,000	4,673,072
Wyoming.....	171,163	534,000	362,837

Source: Department of Health, Education, and Welfare.

Modifications in State plan requirements.—Under present law State plans for child welfare services must be approved by the Secretary of HEW, but there is no requirement for periodic approval. The House bill would require each State plan to be approved by the Secretary for each fiscal year. The bill also modifies the wording of the specific requirements for plan content in a number of respects including the deletion of several requirements related to child care and the addition of a specific requirement that any child care provided meet title XX standards. The House bill also adds requirements for coordination of services under this program with comparable services provided under title XX and it mandates that States provide such reports and information (and participate in such evaluations) as the Department of Health, Education, and Welfare may require.

The House bill also rewrites the definition of child welfare services. The new definition differs from the present definition primarily in the deletion of references to child care and to protecting children of working mothers, and in the addition of specific references to services to prevent the unnecessary removal of children from their homes, services to restore children to their homes, and placement of children in adoptive homes.

Matching; maintenance of effort; restrictions on foster care funding.—The existing child welfare services program provides for Federal and non-Federal sharing of the costs of the program. Within the overall Federal funding available, the Federal matching share ranges from 33½ to 66½ percent depending on State per capita income. Because of the relatively small amount of overall Federal funding which has been available, however, the effective Federal matching has been much smaller (about 7 percent nationally). The House bill provides that the Federal funding under the program will be available without any percentage matching requirement. However, none of the new funding can be used to pay for foster care, which is the major part of the current program's cost. The bill also requires that State and local funding for child welfare services other than foster care be continued at a level no lower than the level in effect in fiscal year 1977.

Bar against funding child care for employment; other restrictions.—The House bill provides that no Federal funds under the child welfare services program may be used to provide child care services if such services are needed solely to enable the parent to work. It also prohibits the use of funds under the program for construction activities or for educational services which are generally available without cost and without any income test.

Adoption information system.—H.R. 7200 provides for the Department of Health, Education, and Welfare to arrange for the establishment and operation of a national and regional adoption information exchange system to facilitate the placement of children in adoptive homes. According to the House report this system would serve as a registry for persons seeking children to adopt and for children needing adoptive parents. The House report also indicates that the adoption information system to be established would be expected to be used in efforts to actively recruit potential adoptive parents.

Federal foster care standards.—Starting with fiscal year 1980, the House bill would deny any Federal funding under the child welfare services program to any State whose foster care program fails to meet a detailed list of requirements specified in the bill. The Secretary of Health, Education, and Welfare would have to approve the State's laws, regulations, standards, practices, and procedures as being appropriate to assure that:

- (1) States make no foster care placements (other than on an emergency basis) without providing certain kinds of preventive services;
- (2) Involuntary foster care placements are made only by court action and only on specified grounds and in specified circumstances;
- (3) Voluntary foster care placements meet certain procedural requirements;
- (4) Foster homes are selected according to criteria specified in the bill;

(5) After foster care placements are made, certain types of services are made available to the child and to his own parents with a view toward reunifying them;

(6) An individualized case plan is developed for each child in foster care and reviewed every 6 months by a court or other person not directly involved in providing services to the family;

(7) The reviews in item (6) are made in accordance with specified procedural standards including notice to the child and parents and opportunity for them to appear and be represented at the review and written findings and conclusions are to be provided to all parties;

(8) A dispositional hearing before a court or an agency appointed by a court is held no later than 18 months after the original placement to determine the appropriate permanent placement of the child; procedural requirements for this hearing are specified;

(9) Children are not continued in foster care after the 18-month dispositional hearing except under specified circumstances provided for in the bill and then only if the court or agency conducting the 18-month hearing conducts additional periodic reviews of the situation;

(10) A hearing procedure is available to any parent, foster parent, guardian, or child who disagrees with any action taken under the program; various procedural requirements for such hearings are specified in the bill; appeals to State or Federal courts may be taken if the individual is not satisfied with the hearing results and the courts are to conduct *de novo* trials of the issues involved;

(11) States must comply with any regulations promulgated by the Department of Health, Education, and Welfare related to these matters.

AFDC payments for children in foster care.—The aid to families with dependent children (AFDC) program primarily provides for cash public aid to needy families composed of at least one child who is living with his parent or other close relative. However, Federal funding can also be provided for the costs of foster care provided for a child who would be eligible for AFDC except for the fact that he was removed from his own home by a court and placed in a foster care home or a foster care institution. The House bill would eliminate the requirement that the child's removal from his own home be a matter of court determination in cases where the child's natural parent or legal guardian consented to the removal.

The House bill provisions allowing Federal AFDC funding for voluntary foster care placements without a court order would be effective only after a State's foster care program met all of the requirements described above under the heading "Federal foster care standards."

AFDC foster care funding for children in public institutions.—Federal funding of foster care for children who are otherwise AFDC eligible is available for children placed in foster care homes and also for children placed in a "non-profit private child care institution." The House bill would broaden the provision to allow for Federal funding of institutional foster care for children in public as well as private facilities, but only if the public institution serves no more than 25 resident children.

Adoption subsidy payments under the AFDC program.—Federal law currently makes no specific provision for funding subsidy payments to assist adoptive parents in meeting the costs resulting from adoption. Such subsidies, however, can be provided as a child welfare service and the additional funding in the House bill could be used for this purpose. In addition, the House bill would require States to have a program to make subsidy payments to the adoptive parents of certain children who were previously receiving AFDC foster care payments and would permit the costs of such subsidies to be included in the State's federally matchable AFDC expenditures.

To qualify for a federally matchable subsidy, the child must have been in AFDC foster care for at least 6 months and must be "hard to place" (because of ethnic background, handicap, age, et cetera), and diligent but unsuccessful efforts to place him without a subsidy must have been made. The amount of the payment is limited to what would have been payable had the child remained in AFDC foster home care, as increased by amounts needed to cover costs associated with pre-adoption medical, psychological, or dental conditions. Subsidy payments could be made for 1 year, or for the period of time in which the child was in AFDC-foster care, whichever is longer. At the end of this period, if a review of the condition of the child showed that the child continued to suffer from pre-adoption medical or other conditions, subsidy payments could be continued in amounts necessary to cover the costs related to those conditions.

C. STATISTICAL TABLES



TABLE 10.—TITLE IV-B—CHILD WELFARE SERVICES:
FEDERAL EXPENDITURES¹ FISCAL YEARS 1976-78

States	1976 actual	1977 estimate	1978 estimate
Alabama.....	\$1,095,825	\$1,180,089	\$1,180,089
Alaska.....	145,691	154,230	154,230
Arizona.....	631,054	686,376	686,376
Arkansas.....	648,529	712,954	712,954
California.....	4,091,955	4,420,291	4,420,291
Colorado.....	654,331	699,752	699,752
Connecticut.....	600,429	634,935	634,935
Delaware.....	182,990	191,614	191,614
District of Columbia.....	176,753	184,564	184,564
Florida.....	1,790,153	1,955,009	1,955,009
Georgia.....	1,386,831	1,492,687	1,492,687
Guam.....	104,996	118,238	118,238
Hawaii.....	242,112	258,371	258,371
Idaho.....	298,391	322,254	322,254
Illinois.....	2,191,368	2,345,843	2,345,843
Indiana.....	1,332,903	1,414,892	1,414,892
Iowa.....	716,095	770,259	770,259
Kansas.....	552,261	587,103	587,103
Kentucky.....	985,895	1,068,569	1,068,569
Louisiana.....	1,200,530	1,287,954	1,287,954
Maine.....	352,258	378,764	378,764
Maryland.....	902,962	956,876	956,876
Massachusetts.....	1,238,768	1,328,601	1,328,601
Michigan.....	2,021,492	2,169,716	2,169,716
Minnesota.....	993,794	1,059,188	1,059,188
Mississippi.....	828,299	892,309	892,309
Missouri.....	1,155,053	1,230,106	1,230,106
Montana.....	258,385	276,073	276,073
Nebraska.....	417,585	444,627	444,627
Nevada.....	184,416	195,403	195,403

Footnote at end of table.

TABLE 10.—TITLE IV-B—CHILD WELFARE SERVICES: FEDERAL EXPENDITURES¹ FISCAL YEARS 1976-78—Continued

States	1976 actual	1977 estimate	1978 estimate
New Hampshire.....	\$233,561	\$282,704	\$282,704
New Jersey.....	1,357,979	1,438,211	1,438,211
New Mexico.....	426,021	459,706	459,706
New York.....	3,255,530	3,479,774	3,479,774
North Carolina.....	1,477,274	1,600,954	1,600,954
North Dakota.....	221,334	232,419	232,419
Ohio.....	2,469,370	2,654,867	2,654,867
Oklahoma.....	747,150	800,588	800,588
Oregon.....	587,388	628,487	628,487
Pennsylvania.....	2,552,237	2,729,585	2,729,585
Puerto Rico.....	1,339,738	1,505,158	1,505,158
Rhode Island.....	271,290	284,076	284,076
South Carolina.....	895,367	967,275	967,275
South Dakota.....	251,212	266,025	266,025
Tennessee.....	1,157,334	1,258,768	1,258,768
Texas.....	3,209,566	3,475,706	3,475,706
Utah.....	452,878	493,593	493,593
Vermont.....	200,241	209,004	209,004
Virgin Islands.....	105,435	112,530	112,530
Virginia.....	1,206,365	1,298,321	1,298,321
Washington.....	819,851	889,983	889,983
West Virginia.....	535,140	577,528	577,528
Wisconsin.....	1,178,139	1,265,928	1,265,928
Wyoming.....	160,226	171,163	171,163
Total.....	52,500,000	56,500,000	56,500,000

¹ Each State receives a uniform grant of \$70,000 and an additional grant which varies directly with child population under 21 and inversely with average per capita income.

Source: Department of Health, Education, and Welfare.

TABLE 11.—CHILD WELFARE SERVICES: STATE ESTIMATES OF TOTAL EXPENDITURES FROM ALL SOURCES, FISCAL YEAR 1976

	Adoption	Day care	Foster care	Protective services	Other CWS services	Total
Total	\$14,370,112	\$67,256,525	\$541,331,103	\$46,454,651	\$83,145,355	\$752,557,746
Alabama.....	1,324,262	0	5,376,393	2,648,524	1,137,930	10,487,109
Alaska.....	0	0	1,866,650	0	0	1,866,650
Arizona.....	251,000	475,000	8,548,400	520,400	101,000	9,895,800
Arkansas.....	0	0	2,322,641	0	619,302	2,941,943
California.....	0	1,650,000	89,891,169	0	14,181,750	105,722,919
Colorado.....	0	0	9,343,493	837,504	870,503	11,051,500
Connecticut.....	180,000	32,000	9,515,568	87,661	98,000	9,913,229
Delaware.....	0	20,731	410,646	0	0	431,377
District of Columbia.....	268,889	5,235,600	10,860,406	575,041	157,104	17,097,040
Florida.....	336,888	571,455	14,193,707	5,375,793	944,980	21,422,823
Georgia.....	0	0	2,449,799	0	0	2,449,799
Guam.....	0	0	52,800	0	104,694	157,494
Hawaii.....	15,067	1,126	1,887,036	117,559	143,683	2,164,471
Idaho.....	0	0	701,449	0	76,641	778,090
Illinois ¹						5,106,900
Indiana.....	241,270	0	23,694,311	34,500	397,388	24,367,469
Iowa.....	32,000	35,000	5,350,000	37,000	0	5,454,000
Kansas.....	0	0	988,455	0	479,500	1,467,955
Kentucky.....	0	0	1,166,647	0	688,248	1,854,895
Louisiana.....	0	151,130	5,737,000	0	400	5,888,530

See footnote at end of table.

TABLE 11.—CHILD WELFARE SERVICES: STATE ESTIMATES OF TOTAL EXPENDITURES FROM ALL SOURCES, FISCAL YEAR 1976—Continued

	Adoption	Day care	Foster care	Protective services	Other CWS services	Total
Maine.....	\$64,300	\$32,000	\$1,560,700	\$91,000	\$246,800	\$1,994,800
Maryland.....	280,900	8,000	7,913,554	359,020	113,120	8,674,594
Massachusetts.....	16,000	0	39,900,000	0	184,000	40,100,000
Michigan.....	0	35,160,150	17,714,390	0	0	52,874,540
Minnesota.....	13,400	250,300	1,062,770	85,000	536,000	1,947,470
Mississippi.....	20,000	1,000	1,520,000	70,000	430,300	2,041,300
Missouri.....	0	0	4,766,771	0	0	4,766,771
Montana.....	0	0	1,241,798	0	84,066	1,325,864
Nebraska.....	0	0	1,333,585	0	0	1,333,585
Nevada.....	0	0	663,000	0	70,000	733,000
New Hampshire.....	0	0	187,000	0	253,431	440,431
New Jersey.....	1,100,000	6,704,000	31,991,830	9,770,613	8,795,864	58,362,307
New Mexico.....	0	0	692,942	0	0	692,942
New York.....	4,919,260	14,195,482	148,022,384	0	0	167,137,126
North Carolina.....	73,000	217,322	4,035,668	0	3,410,508	7,736,498

North Dakota.....	0	4,174	6,000	0	419,935	430,109
Ohio.....	2,300,100	1,093,479	38,821,441	7,190,200	7,944,518	57,349,738
Oklahoma.....	12,997	63,628	1,836,675	18,041	8,535	1,939,876
Oregon ¹						4,063,847
Pennsylvania.....	848,338	0	3,394,353	14,846,422	23,330,212	42,419,325
Puerto Rico.....	46,648	215,890	1,532,400	195,125	19,544	2,009,607
Rhode Island.....	102,931	25,546	5,251,659	686,683	342,506	6,409,325
South Carolina.....	1,265,862	12,191	1,168,730	1,318,557	167,130	3,932,470
South Dakota.....	32,000	70,000	1,840,320	79,840	120,876	2,143,036
Tennessee ¹						1,977,818
Texas.....	500,000	0	4,000,000	0	3,144,052	7,644,052
Utah.....	25,000	40,000	2,550,000	40,000	820,800	3,475,800
Vermont.....	0	0	2,062,000	0	0	2,062,000
Virgin Islands.....	0	876,631	524,880	764,788	797,793	2,964,092
Virginia.....	100,000	114,690	8,476,358	555,380	40,000	9,286,428
Washington.....	0	0	10,353,487	0	0	10,353,487
West Virginia.....	0	0	208,359	150,000	526,316	884,675
Wisconsin.....	0	0	2,041,543	0	189,361	2,230,904
Wyoming.....	0	0	299,936	0	0	299,936

¹ Not identified by type of service.

Source: Department of Health, Education, and Welfare (based on voluntary State reports).

TABLE 12.—AID TO FAMILIES WITH DEPENDENT CHILDREN—
FOSTER CARE SEGMENT: FISCAL YEAR 1976

State	Total payments computable for Federal funding	Federal share
Total.....	\$337,561,504	\$176,730,109
Alabama.....	1,672,737	1,152,001
Alaska.....	1,239,287	514,716
Arizona.....	97,708	36,233
Arkansas.....	571,877	426,621
California.....	48,638,183	24,319,090
Colorado.....	1,978,723	1,082,164
Connecticut.....	4,419,158	2,209,578
Delaware.....	898,242	449,120
District of Columbia.....	1,075,499	537,750
Florida.....	201,525	74,173
Georgia.....	3,044,243	1,635,383
Guam.....	18,813	9,406
Hawaii.....	73,753	36,876
Idaho.....	853,941	582,217
Illinois ¹	11,631,000	5,815,500
Indiana.....	2,911,258	1,673,100
Iowa.....	1,750,655	1,000,150
Kansas.....	5,200,506	2,809,313
Kentucky.....	2,339,978	1,670,043
Louisiana.....	2,937,261	2,126,871
Maine.....	2,355,774	1,663,177
Maryland.....	6,728,784	3,364,392
Massachusetts.....	7,595,022	3,797,511
Michigan.....	14,792,883	7,396,440
Minnesota.....	9,959,244	5,662,933
Mississippi.....	1,383,289	975,694
Missouri.....	1,735,723	1,027,216
Montana.....	790,173	499,468
Nebraska.....	916,965	509,744
Nevada.....	457,304	228,652

TABLE 12.—AID TO FAMILIES WITH DEPENDENT CHILDREN—
FOSTER CARE SEGMENT: FISCAL YEAR 1976—Continued

State	Total payments computable for Federal funding	Federal share
New Hampshire.....	\$658,610	\$397,011
New Jersey.....	2,559,390	1,279,694
New Mexico.....	163,537	119,856
New York.....	147,261,163	73,474,009
North Carolina.....	1,055,615	718,135
North Dakota.....	827,771	476,713
Ohio.....	4,356,349	2,369,420
Oklahoma.....	796,662	537,112
Oregon.....	5,282,077	3,118,539
Pennsylvania.....	10,806,337	5,985,629
Rhode Island.....	412,265	233,135
South Carolina.....	674,239	463,956
South Dakota.....	830,101	558,076
Tennessee.....	2,733,099	1,418,455
Texas.....	1,887,038	1,028,780
Utah.....	741,942	519,657
Vermont.....	712,971	497,797
Virginia.....	6,357,498	3,708,964
Washington.....	3,983,003	2,139,670
West Virginia.....	747,244	537,269
Wisconsin.....	6,304,483	3,777,019
Wyoming.....	140,601	85,681

¹ Based on monthly estimates.

Source: Department of Health, Education, and Welfare.

TABLE 13.—AID TO FAMILIES WITH DEPENDENT CHILDREN, FOSTER CARE SEGMENT: RECIPIENTS OF MONEY PAYMENTS AND AMOUNT OF PAYMENTS, BY STATE, DECEMBER 1976

[Includes nonmedical vendor payments]

State	Total foster care					Foster family homes			Child care institutions		
	Total number of cases	Children	Total amount	Average per—		Total cases	Total children	Total payments	Total cases	Total children	Total payments
				Case	Child						
Total 1.....	81,091	109,414	\$31,663,734	\$390.47	\$289.39	51,359	72,992	\$9,281,676	18,127	23,094	\$5,717,167
Alabama.....	754	1,445	138,383	183.53	95.77	696	1,351	130,101	58	94	8,282
Alaska.....	119	162	71,585	601.55	441.88	86	116	29,757	33	46	41,828
Arizona.....	75	86	15,125	201.67	175.87	66	77	9,062	9	9	6,063
Arkansas.....	245	464	49,134	200.55	105.89	236	445	47,101	9	19	2,033
California.....	9,238	13,044	4,449,288	481.63	341.10	7,075	10,653	2,257,219	2,163	2,391	2,192,069
Colorado 1.....	952	952	259,701	272.80	272.80	680	680	(1)	272	272	(1)
Connecticut.....	1,191	1,894	473,225	397.33	249.85	890	1,518	221,824	301	376	251,401
Delaware.....	280	498	77,965	278.45	156.56	221	402	55,088	71	96	22,877
District of Columbia.....	266	356	104,826	394.08	294.46	143	198	(1)	123	158	(1)
Florida.....	79	156	65,009	822.90	416.72	79	156	(1)	0	0	(1)
Georgia.....	1,060	2,021	249,899	235.75	123.65	930	1,772	204,973	130	249	44,926
Guam.....	15	23	2,485	(1)	(1)	15	23	2,485	0	0	0
Hawaii.....	18	18	2,971	(1)	(1)	18	18	2,971	0	0	0
Idaho.....	129	342	45,552	353.12	133.19	(1)	337	45,228	(1)	5	324
Illinois 1.....	3,814	3,814	763,000	200.05	200.05	(1)	(1)	(1)	(1)	(1)	(1)
Indiana.....	2,693	3,450	237,041	88.02	68.71	(1)	(1)	(1)	(1)	(1)	(1)
Iowa.....	739	739	151,479	204.98	204.98	590	590	106,860	149	149	44,619
Kansas.....	1,632	1,632	360,551	220.93	220.93	1,194	1,194	226,473	438	438	134,078
Kentucky.....	905	1,764	174,127	192.41	98.71	(1)	(1)	(1)	(1)	(1)	(1)
Louisiana.....	998	1,844	307,384	308.00	166.69	920	1,743	262,418	78	101	44,966
Maine.....	1,122	1,122	203,219	181.12	181.12	(1)	(1)	(1)	(1)	(1)	(1)
Maryland.....	3,753	3,753	605,628	161.37	161.37	3,326	3,326	421,570	427	427	184,058
Massachusetts.....	2,313	2,570	663,881	287.02	258.32	1,963	2,216	357,977	350	354	305,904
Michigan.....	4,538	4,538	1,837,941	405.01	405.01	3,962	3,962	982,735	576	576	855,206
Minnesota.....	1,658	2,165	593,079	357.71	273.94	1,395	1,892	377,343	263	273	215,736

Mississippi.....	522	988	120,013	229.91	121.47	522	988	120,013	(1)	(1)	(1)
Missouri.....	808	1,851	178,676	221.13	96.53	738	1,691	163,256	70	160	15,420
Montana.....	275	441	97,134	353.21	220.26	275	441	97,134	0	0	0
Nebraska.....	521	625	76,853	147.51	122.96	479	575	69,168	42	50	7,685
Nevada.....	160	207	40,246	251.54	194.43	151	198	32,392	9	9	7,854
New Hampshire.....	601	601	59,437	98.90	98.90	474	474	44,576	127	127	14,861
New Jersey.....	1,564	2,213	372,801	238.36	168.46	1,123	1,682	207,026	441	531	165,775
New Mexico.....	58	116	14,836	255.79	127.90	48	100	10,927	10	16	3,909
New York.....	16,734	24,880	14,338,641	856.86	576.31	6,758	11,199	(1)	9,976	13,681	(1)
North Carolina.....	1,488	2,679	283,581	190.58	105.85	1,211	2,122	226,725	322	557	56,856
North Dakota.....	256	395	68,012	265.67	172.18	206	340	49,508	50	55	18,504
Ohio.....	2,885	4,603	318,762	110.49	69.25	2,712	4,316	295,091	221	287	23,671
Oklahoma.....	333	658	67,013	201.24	101.84	333	658	67,013	0	0	0
Oregon.....	1,778	1,778	486,966	273.88	273.88	1,563	1,563	276,946	215	215	210,020
Pennsylvania.....	2,566	2,566	417,716	162.79	162.79	(1)	(1)	(1)	(1)	(1)	(1)
Puerto Rico.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Rhode Island.....	108	183	32,564	301.52	177.95	(1)	(1)	(1)	(1)	(1)	(1)
South Carolina.....	406	669	63,749	157.02	95.29	406	669	63,749	0	0	0
South Dakota.....	306	438	52,200	170.59	119.18	296	426	45,612	10	12	6,588
Tennessee.....	774	1,874	247,780	320.13	132.22	692	1,689	216,086	120	185	31,694
Texas.....	3,191	3,191	415,391	130.18	130.18	2,990	2,990	380,254	201	201	35,137
Utah.....	361	361	53,805	149.04	149.04	(1)	(1)	(1)	(1)	(1)	(1)
Vermont.....	224	437	50,049	223.43	114.53	190	370	18,674	34	67	31,375
Virgin Islands.....	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Virginia.....	1,925	3,360	447,129	232.27	133.07	1,775	3,190	396,456	150	170	50,673
Washington.....	1,112	1,643	317,104	285.17	193.00	951	1,442	224,526	161	201	92,578
West Virginia.....	248	486	57,647	232.45	118.62	204	423	43,226	44	63	14,421
Wisconsin.....	3,251	3,251	1,067,909	328.49	328.49	2,777	2,777	492,133	474	474	575,776
Wyoming.....	50	68	15,242	(1)	224.15	(1)	(1)	(1)	(1)	(1)	(1)

¹ Incomplete. Data for foster care not reported by Puerto Rico and the Virgin Islands. Foster family homes and child care institution columns will not add to total due to nonreporting of these items by several States.

² Average payment not computed on base of fewer than 50 cases or children.

³ Estimated data.

Source: Department of Health, Education, and Welfare.

TABLE 14.—CHILDREN FOR WHOM ADOPTION PETITIONS WERE GRANTED¹ BY RELATIONSHIP OF PETITIONER TO CHILD: NUMBER AND PERCENTAGE DISTRIBUTION BY STATE, 1975

State	Number of children						Percentage distribution					
	Adopted by related petitioner						Adopted by related petitioner					
	Total	Adopted by unrelated petitioner	Total	Own parent/step-parent	Other relative	Relationship not reported	Total	Own parent/step-parent	Other relative	Relationship not reported		
Alabama.....	2,675	419	2,157	1,534	623	99	16	81	57	23	4	
Arkansas.....	769	243	525	407	118	1	32	68	53	15	(²)	
California ¹	11,015	4,271	6,744	6,744	(²)	.....	39	61	61	(²)	.....
Connecticut ¹	722	498	224	192	32	.....	69	31	27	4	.....
Delaware.....	314	92	222	207	15	.....	29	71	66	5	.....
District of Columbia.....	293	202	89	69	20	2	69	30	24	7	1	
Florida.....	6,523	1,714	4,347	4,337	10	462	26	67	66	(²)	7	
Georgia.....	2,047	594	1,397	1,155	242	56	29	68	56	12	3	
Hawaii.....	742	143	598	433	165	1	19	81	58	22	(²)	
Indiana.....	5,379	1,625	3,754	3,307	447	.....	30	70	61	8	.....
Iowa.....	2,521	793	1,721	1,604	117	7	31	68	64	5	(²)	
Kansas ¹	847	647	153	37	116	47	76	18	4	14	6	
Kentucky.....	1,560	448	730	553	177	382	29	47	35	11	24	
Louisiana.....	2,847	737	2,108	1,763	345	2	26	74	62	12	(²)	
Maine.....	1,042	255	753	718	.35	34	24	72	69	3	3	
Maryland ¹	2,165	588	1,565	1,422	143	12	27	72	66	7	1	
Massachusetts.....	1,034	1,000	34	19	15	.....	97	3	2	1	.....
Michigan.....	8,912	3,284	4,683	4,338	345	945	37	53	49	4	11	
Minnesota ¹	3,135	1,570	1,565	1,488	77	.....	50	50	47	2	.....
Missouri ¹	2,185	694	1,440	1,294	146	51	32	66	59	7	.....

Nevada.....	388	110	274	240	34	4	28	71	62	9	1
New Hampshire.....	648	201	437	417	20	10	31	67	64	3	2
New Jersey.....	2,626	1,223	1,369	1,221	148	34	47	52	46	6	1
New Mexico.....	997	301	693	527	166	3	30	70	53	17	(?)
New York ¹	3,605	1,755	1,850	1,683	167	.....	49	51	47	5	.....
North Carolina.....	3,701	1,053	2,646	2,058	588	2	28	71	56	16	(?)
Ohio.....	7,588	2,785	4,803	4,406	397	.....	37	63	58	5	.....
Oklahoma ¹	725	629	85	19	66	11	87	12	3	9	2
Pennsylvania.....	5,983	2,233	3,738	3,430	308	12	37	62	57	5	(?)
Puerto Rico.....	224	77	145	48	97	2	34	65	21	43	1
South Dakota.....	517	201	313	292	21	3	39	61	56	4	1
Tennessee ¹	2,107	557	1,535	1,261	274	15	26	73	60	13	1
Texas.....	6,316	2,013	4,175	3,281	894	128	32	66	52	14	2
Utah ¹	448	404	40	(?)	40	4	90	9	(?)	9	1
Vermont.....	502	155	346	338	8	1	31	69	67	2	(?)
Virginia.....	3,866	1,152	2,685	2,312	373	29	30	69	60	10	1
Washington.....	2,885	997	1,872	1,728	144	16	35	65	60	5	1
West Virginia.....	1,219	210	1,009	828	181	17	83	68	15
Wisconsin.....	2,573	1,207	1,366	1,287	79	47	53	50	3
Wyoming.....	543	(?)	(?)	(?)	(?)	543	(?)	(?)	(?)	(?)	100

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- ¹ For limitations on data see annotations.
- ² Less than 0.5 percent.
- ³ Not reported.

ANNOTATIONS

1. Reports on adoptions were received from 42 States and jurisdictions. No reports were received from Alaska, Arizona, Colorado, Guam, Idaho, Illinois, Mississippi, Montana, North Carolina, Oregon, Rhode Island, and the Virgin Islands. Reports for Nebraska and South Carolina incomplete; not usable.
2. For Tennessee, data reported for fiscal year 1975; for Connecticut and Minnesota, data reported for fiscal year 1976.

3. For California, agency adoptions represent adoptions completed, independent adoptions represent adoptions where approval was recommended, and stepparent adoptions represent the number of petitions filed.
4. For Kansas and Utah, stepparent adoptions were not included.
5. For Maryland and Missouri, not all counties in the States reported.
6. For New York, data reported by surrogates' court only.
7. For Oklahoma, data reported by the welfare department only.

Source: Department of Health, Education, and Welfare.

D. COST OF PROVISIONS OF H.R. 7200

The House bill increases the actually available funding for child welfare services by \$209.5 million per year above existing levels. This is provided on an entitlement basis with no non-Federal matching required. It thus appears reasonable that the full amount would soon be used by the States. However, since the new money would not be available for foster care, it seems possible that the first-year actual usage might be somewhat lower.

The provision allowing AFDC foster care payments to be made without judicial determination has been estimated by the Department to have a first-year cost of \$50 to \$75 million with a cost of up to \$200 million in subsequent years. This is substantially higher than the \$17 to \$20 million cost attributable to this provision by Congressional Budget Office.

The provision permitting AFDC funding for adoption subsidies to children formerly receiving AFDC foster care would involve some cost to the extent that children are provided the subsidy who would have been adopted in any case and to the extent that services not presently matchable under AFDC or medicaid are paid for through the subsidy. It would also have some offset to the extent that children now in institutions are adopted as a result of the subsidy. The Department has been unable to estimate the impact of this provision.

IV. Aid to Families With Dependent Children

A. DESCRIPTION OF PROGRAMS

The program of aid to families with dependent children (AFDC) provides Federal matching for State programs of cash assistance for needy families with children in which at least one parent is deceased, disabled, or absent from the home. States, at their option, may also provide benefits for families in which dependency arises from the father's unemployment. (Twenty-six States plus Guam and the District of Columbia have elected to provide benefits to unemployed-father families).

The amount of Federal matching for AFDC cash assistance payments varies from State to State under a formula providing higher percentages in States with lower per capita income (within a possible range of 50 to 83 percent). Each State determines the level of income assurance which it will provide to families of various sizes.

Adult members of AFDC families who are capable of employment (with certain exceptions such as mothers caring for pre-school-age children) are required to register for participation in the work incentive (WIN) program established under title IV-C and to accept training or employment offered through that program. Federal funding for the WIN program including the costs of necessary supportive services is provided at a 90-percent matching rate. This program is subject to annual appropriations and is presently funded at a level of \$365 million. Legislation enacted earlier this year (Public Law 95-30) authorized additional appropriations up to \$435 million for fiscal years 1978 and 1979 to be used without any non-Federal matching requirement. No funding under that provision has yet been appropriated.

The work incentive (WIN) program was originally enacted by Congress in 1967 with the purpose of reducing welfare dependency through the provision of manpower training and job replacement services. In 1971 the Congress adopted amendments aimed at strengthening the administrative framework of the program and at placing greater emphasis on immediate employment instead of institutional training, thus specifically directing the program to assist individuals in the transition from welfare to work. In the same year, Congress also provided for a tax credit to employers who hire WIN participants, equal to 20 percent of the wages paid for a maximum of 12 months' employment.

The 1971 amendments required that all persons at least 16 years of age and receiving AFDC benefits must register for WIN, unless legally exempt by reason of health, disability, needed in the home, advanced age, student status, or geographic location. Registrants selected for participation in WIN must accept available jobs, training, or needed services to prepare them for employment. Refusal to do so without good cause will result in termination of their AFDC payments.

Since these amendments were enacted, there has been a significant increase in the number of persons placed in employment with resultant savings in AFDC funding.

The child support enforcement program, enacted at the end of the 94th Congress as title IV-D of the Social Security Act, mandates aggressive administration at both the Federal and local levels with various incentives for compliance and with penalties for noncompliance. The program includes child support enforcement services for both welfare and non-welfare families. The child support enforcement program leaves basic responsibility for child support and establishment of paternity to the States, but provides for an active role on the part of the Federal Government in monitoring and evaluating State child support enforcement programs, in providing technical assistance, and, in certain instances, in undertaking to give direct assistance to the States in locating absent parents and obtaining support payments from them. To assist and oversee the operation of State child support programs, the Department of Health, Education, and Welfare is required to set up a separate organizational unit under the direct control of a person designated by and reporting to the Secretary. This office reviews and approves State child support enforcement plans, evaluates and audits the implementation of the program in each State, and provides technical assistance to the States. The act also provides for a parent locator service within the Department of HEW's separate child support enforcement unit. The act further requires that a mother, as a condition of eligibility for welfare, assign her right to support payments to the State and cooperate in identifying and locating the father, and securing support payments.

B. PROVISIONS OF H.R. 7200

Child support enforcement program.—The legislation creating the child support program (Public Law 93-647) required each State to have a program of child support collection and paternity establishment services for both AFDC and non-AFDC families. The statute provided Federal matching of 75 percent for services to AFDC families on a permanent basis. Matching for services to non-AFDC families was provided for 1 year, but was extended for a second year, to July 1, 1977, under Public Law 94-365. In order to assure the continuity of the program, and to give the committee time to consider possible amendments, the committee in June reported an amendment to extend the matching provision for services to non-AFDC families through fiscal year 1978. This was enacted in Public Law 95-59.

The House bill provides for continued Federal matching for services to non-AFDC families in fiscal years 1978 and 1979, but with certain conditions and restrictions. Matching would be available only on behalf of non-AFDC families whose incomes were determined to be not more than double the State AFDC standard of need. In addition, States would be required to charge non-AFDC families a fee for services, a provision which is optional under present law. States would also be required to collect any costs which are in excess of the application fee by deducting the cost from the amount of any child support money that is collected. Specific limits are placed on the amount of the collections which could be deducted.

Federal financial participation in certain restricted payments under the AFDC program.—Under existing law States are allowed to make

protective or vendor payments, instead of direct cash payments, with respect to recipients of aid to families with dependent children. The number of recipients with respect to whom such payments may be made in any State may not exceed 10 percent of the number of other AFDC recipients, and the payments may be made only under specified conditions. State plans for such payments must include provisions for: (1) determination by the State agency that the relative of the child with respect to whom the payments are made has such inability to manage funds that making payments to him would be contrary to the welfare of the child; (2) undertaking and continuing special efforts to develop greater ability on the part of the relative to manage funds in such manner as to protect the welfare of the family; and (3) periodic review by the State agency of the determination to make protective or vendor payments to ascertain whether conditions justifying the determination still exist, with provision for termination of the payments if they do not, and for seeking judicial appointment of a guardian or other legal representative if it appears that the need for protective or vendor payments is continuing or is likely to continue beyond a specified period.

The House bill contains several provisions relating to protective and vendor payments. *First*, it would increase from 10 to 20 percent the limit on the number of recipients with respect to whom a State could make such payments. *Second*, in cases in which the State agency determined that the relative had such inability to manage funds that making payments to him would be contrary to the welfare of the child, payments could be made in the form of checks drawn jointly to the order of the recipient and the person furnishing goods, services or items recognized as part of the child's need. Such joint checks could be made at the discretion of *either* the State or local agency administering the State plan. A statement of the specific reasons for making the payments in that manner would have to be placed in the case file. *Third*, in addition to the protective and vendor payments which the State or local agency could make subject to the new 20-percent limitation, States would be allowed to make payments to cover the cost of utility services or living accommodations in the form of checks drawn jointly to the order of the recipient and the person furnishing the services or accommodations. Such joint checks would have to be requested by the recipient in writing, and the request would be effective until revoked by the recipient. The amount of the monthly payment which could be made in the form of joint checks would be limited to 50 percent. These joint checks could be made at the discretion of *either* the State or local agency administering the State plan, and there would be no limit on the number of recipients with respect to whom joint checks to pay for housing or utilities could be written. This third provision for joint checks would be limited to 2 years, from October 1, 1977 to October 1, 1979.

In addition to authorizing increased numbers and forms of protective and vendor payments, the House bill would provide that Federal matching funds could not be denied to any State for the period between January 1, 1968, and April 1, 1977: (1) because the State exceeded the 10-percent limitation on these payments; (2) because it provided assistance in the form of joint checks; or (3) because it did not comply with the State plan provisions described above which limit the conditions under which protective or vendor payments may be made.

Removal of ceiling on Federal matching funds for AFDC in Puerto Rico, Guam, and the Virgin Islands.—Under present law there is a dollar ceiling on Federal matching for costs of cash assistance, administration, and social services provided under the programs of aid to families with dependent children and aid to the aged, blind and disabled in the jurisdictions of Guam, Puerto Rico, and the Virgin Islands. The annual ceiling is \$24 million for Puerto Rico, \$1.1 million for Guam, and \$0.8 million for the Virgin Islands. These limits have been in effect since 1972. By providing for the establishment of the SSI program in Guam, Puerto Rico and the Virgin Islands, the House bill would have the effect of making all the public assistance funds for these jurisdictions available for use in the AFDC program. However, a second provision of the House bill would go beyond this to eliminate also the dollar ceilings as they apply to AFDC. The bill would, however, retain the requirement for 50 percent matching of AFDC cash assistance payments.

Social Services for the aged, blind and disabled in Puerto Rico, Guam and the Virgin Islands.—The titles of the Social Security Act which authorize Puerto Rico, Guam and the Virgin Islands to provide cash assistance to needy families (AFDC), and to the aged, blind and disabled, also authorize the provision of social services to past, present and potential recipients of cash assistance. The money for these services, which is limited by the dollar ceilings on expenditures described above, is supplemented by any funds which may be available to these jurisdictions under title XX. However, the plans for services are developed under the cash assistance titles; these jurisdictions have no guarantee that title XX funds will be available to them and are not required to develop title XX service plans, or otherwise meet the requirements of title XX.

The House bill does not affect the authority of the jurisdictions to use both AFDC and title XX money for services in behalf of needy families. However, by repealing the cash assistance programs for the aged, blind and disabled and replacing them with the Federal SSI program, the bill eliminates the authorization under existing law for a social services program for these individuals. Instead, it adds a new provision to title XX under which Puerto Rico, Guam, and the Virgin Islands may develop their own "ad hoc" service plans, to be approved by the Secretary, for services to past, present or potential recipients of SSI. Any title XX money which is made available to them may be spent under these plans with no requirement for matching of Federal funds. This creates a situation in which services in behalf of families may receive 75 percent Federal matching, while services for the aged, blind and disabled may receive 100 percent Federal matching. Under title XX the 50 states receive 75 percent Federal matching for services.

C. STATISTICAL TABLES

TABLE 15.—AID TO FAMILIES WITH DEPENDENT CHILDREN: RECIPIENTS OF MONEY PAYMENTS AND AMOUNT OF PAYMENTS, BY STATE, DECEMBER 1976

[Includes nonmedical vendor payments, unemployed father segment and AFDC-foster care]

State	Number of families	Number of recipients		Payments to recipients		
		Total	Children	Total amount	Average per—	
					Family	Recipient
Total.....	3,570,035	11,180,966	7,883,064	\$843,939,867	\$236.40	\$75.48
Alabama.....	53,947	166,764	122,755	6,033,020	111.83	36.18
Alaska.....	3,937	10,537	7,744	1,147,622	291.50	108.91
Arizona.....	19,023	58,966	43,904	2,710,978	142.51	45.98
Arkansas.....	30,569	94,536	70,455	4,133,885	135.23	43.73
California.....	472,760	1,433,649	979,277	134,246,807	283.96	93.64
Colorado.....	31,484	92,015	64,669	6,705,688	212.99	72.88
Connecticut.....	43,149	134,688	95,919	11,828,026	274.12	87.82
Delaware.....	10,223	30,442	21,880	2,099,291	205.35	68.96
District of Columbia.....	30,336	94,075	67,193	7,322,378	241.38	77.84
Florida.....	80,311	241,137	178,486	10,786,219	134.31	44.73
Georgia.....	88,460	255,120	189,854	8,554,724	96.71	33.53
Guam.....	1,112	4,155	3,145	213,053	191.59	51.28
Hawaii.....	16,983	55,202	37,650	6,097,371	359.03	110.46
Idaho.....	6,750	19,518	13,651	1,678,186	248.62	85.98
Illinois.....	226,861	776,685	558,066	62,128,549	273.86	79.99

TABLE 15.—AID TO FAMILIES WITH DEPENDENT CHILDREN: RECIPIENTS OF MONEY PAYMENTS AND AMOUNT OF PAYMENTS, BY STATE, DECEMBER 1976—Continued

[Includes nonmedical vendor payments, unemployed father segment and AFDC-foster care]

State	Number of families	Number of recipients		Payments to recipients		
		Total	Children	Total amount	Average per—	
					Family	Recipient
Indiana.....	55,818	167,788	122,039	\$9,463,077	\$169.53	\$56.40
Iowa.....	31,355	95,697	64,928	7,742,947	246.94	80.91
Kansas.....	27,225	75,379	55,150	6,256,190	229.80	83.00
Kentucky.....	67,660	208,684	144,348	11,652,340	172.22	55.84
Louisiana.....	66,322	223,122	166,770	7,926,273	119.51	35.52
Maine.....	19,717	60,033	41,969	3,776,116	191.52	62.90
Maryland.....	74,535	213,711	150,517	12,732,729	170.83	59.58
Massachusetts.....	119,625	370,644	255,209	37,342,231	312.16	100.75
Michigan.....	204,255	653,021	453,856	60,260,113	295.02	92.28
Minnesota.....	45,784	131,265	90,955	12,299,800	268.65	93.70
Mississippi.....	52,812	175,961	134,810	2,531,269	47.93	14.39
Missouri.....	89,750	272,571	194,292	12,302,299	137.07	45.13
Montana.....	6,377	17,907	12,808	1,108,230	173.79	61.89
Nebraska.....	11,450	34,451	24,608	2,295,926	200.52	66.64
Nevada.....	4,508	12,826	9,179	702,572	155.85	54.78

New Hampshire.....	8,447	25,165	17,419	1,591,029	188.35	63.22
New Jersey.....	137,390	447,817	318,054	36,211,766	263.57	80.86
New Mexico.....	17,581	55,985	40,199	2,477,759	140.93	44.26
New York.....	377,968	1,242,008	859,582	143,818,762	380.51	115.80
North Carolina.....	70,589	200,423	147,656	11,025,941	156.20	55.01
North Dakota.....	4,730	13,763	9,861	1,100,590	232.68	79.97
Ohio ¹	187,367	571,534	390,266	36,564,455	195.15	63.98
Oklahoma.....	28,460	89,329	66,828	5,919,920	208.01	66.27
Oregon.....	42,281	122,073	80,754	10,860,048	256.85	88.96
Pennsylvania.....	200,674	647,665	440,714	58,886,535	293.44	90.92
Puerto Rico ²	44,325	195,900	142,118	2,029,068	45.78	10.36
Rhode Island.....	16,980	52,681	36,672	4,487,284	264.27	85.18
South Carolina.....	46,069	138,565	101,159	3,909,967	84.87	28.22
South Dakota.....	8,144	24,280	17,866	1,577,447	193.69	64.97
Tennessee.....	68,693	202,908	148,124	7,201,733	104.84	35.49
Texas.....	98,777	321,010	238,990	10,274,927	104.02	32.01
Utah.....	12,331	36,643	26,783	3,002,106	243.46	81.93
Vermont.....	6,937	22,754	14,866	1,788,787	257.86	78.61
Virgin Islands ²	1,144	3,737	3,056	146,871	128.38	39.30
Virginia.....	59,261	174,052	124,762	11,434,255	192.95	65.69
Washington.....	48,735	142,780	93,094	12,218,066	250.70	85.57
West Virginia.....	21,271	64,729	44,711	3,715,436	174.67	57.40
Wisconsin ¹	66,386	198,053	138,666	19,152,062	288.50	96.70
Wyoming.....	2,397	6,563	4,778	467,144	194.89	71.18

¹ Estimated data.

² Incomplete.

Source: Department of Health, Education, and Welfare.

TABLE 16.—AID TO FAMILIES WITH DEPENDENT CHILDREN, UNEMPLOYED FATHER SEGMENT: RECIPIENTS OF MONEY PAYMENTS AND AMOUNT OF PAYMENTS, BY STATE, DECEMBER 1976

[Includes nonmedical vendor payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
							November 1976		December 1975	
							in—		in—	
							Number of recipients	Amount	Number of recipients	Amount
		Total	Children	Total amount	Average per					
					Family	Recipient				
California.....	40,687	172,662	101,525	\$14,038,057	\$345.03	\$81.30	3.2	3.4	6.7	22.1
Colorado.....	1,538	6,589	3,533	463,911	301.63	70.41	11.8	11.6	-5.6	-5.0
Connecticut.....	1,032	4,771	2,726	381,021	369.21	79.86	5.1	3.7	40.7	39.2
Delaware.....	264	1,141	635	75,073	284.37	65.80	9.4	5.1	101.6	118.1
District of Columbia.....	260	1,159	712	89,420	343.92	77.15	2.7	5.0	15.7	28.6
Guam.....	16	80	48	3,751	(¹)	46.89	(¹)	(¹)	(¹)	(¹)
Hawaii.....	455	1,997	1,103	211,742	465.37	106.03	5.2	6.8	16.2	29.7
Illinois.....	11,345	55,264	33,036	4,269,037	376.29	77.25	0.3	2.0	-16.9	-11.5
Iowa.....	991	4,239	2,318	337,411	340.48	79.60	3.7	5.0	56.3	38.6
Kansas.....	508	2,042	1,159	171,903	338.39	84.18	7.4	21.0	71.9	133.7

Kentucky.....	6,952	31,309	17,819	1,743,763	250.83	55.70	6.1	5.6	59.3	49.3
Maryland.....	2,227	9,768	5,406	554,872	249.16	56.81	12.6	14.0	35.0	34.7
Massachusetts.....	5,707	24,950	14,249	2,364,706	414.35	94.78	5.9	6.3	33.4	39.1
Michigan.....	16,080	74,975	42,956	6,792,756	422.44	90.60	2.5	4.7	-0.5	2.1
Minnesota.....	1,687	7,288	4,002	609,129	361.07	83.58	10.1	9.7	28.7	34.4
Missouri.....	340	1,579	899	65,828	193.61	41.69	14.7	14.8	637.9	646.3
Montana.....	138	598	333	35,548	257.59	59.44	7.6	3.3	54.5	53.2
Nebraska.....	46	212	121	11,958	(¹)	56.41	-0.5	-0.4	4.4	13.3
New York.....	13,272	61,473	35,328	4,843,143	364.91	78.78	33.7	17.1	111.7	81.3
Ohio ²	20,990	87,952	47,309	5,401,247	257.32	61.41	0.6	1.6	13.0	13.7
Oregon.....	5,341	22,284	11,681	1,852,864	346.91	83.15	13.0	12.0	27.8	42.6
Pennsylvania.....	8,286	35,611	19,151	2,923,643	352.84	82.10	12.9	8.8	40.2	42.4
Rhode Island.....	469	2,117	1,217	151,955	324.00	71.78	0.8	-2.8	-21.2	-20.2
Utah.....	814	3,993	2,562	304,455	374.02	76.25	-1.4	-0.7	-11.9	-8.4
Vermont.....	1,146	5,159	2,924	360,839	314.87	69.94	-2.7	-12.6	-14.6	-21.3
Washington.....	4,343	17,839	9,569	1,503,916	346.29	84.30	10.9	12.9	5.6	2.7
West Virginia.....	705	3,117	2,086	194,570	275.99	62.42	6.7	10.5	-59.9	-54.3
Wisconsin ²	4,402	20,932	11,924	1,766,917	401.39	84.41	10.7	8.3	17.2	14.2
Total.....	150,041	661,100	376,331	51,523,435	343.40	77.94	6.5	5.8	14.2	19.0

¹ Average payment not computed on base of fewer than 50 families or recipients; percentage change on fewer than 100 recipients.

² Estimated data.

Source: Department of Health, Education, and Welfare.

TABLE 17.—AID TO FAMILIES WITH DEPENDENT CHILDREN: MAINTENANCE ASSISTANCE PAYMENTS, SOURCE OF FUNDS, BY STATE, FISCAL YEAR 1976

	Total payments computable for Federal funding	Federal funds (unadjusted)	Local funds	State funds	Percentage		
					Federal funds	Local funds	State funds
Alabama.....	\$61,854,423	\$46,923,717	0	\$14,940,705	75.8	0	24.2
Alaska.....	13,457,182	6,623,664	0	6,833,518	49.2	0	50.8
Arizona.....	33,977,273	18,895,181	0	15,082,092	55.6	0	44.4
Arkansas.....	50,159,256	37,418,805	0	12,740,451	74.6	0	25.4
California.....	1,424,692,553	712,346,276	\$253,580,487	458,765,790	49.9	17.7	32.2
Colorado.....	83,227,441	45,517,087	16,700,908	21,009,386	54.6	20.0	25.4
Connecticut.....	131,786,271	65,893,135	0	65,893,136	49.9	0	50.1
Delaware.....	23,649,023	11,824,511	0	11,824,512	49.9	0	50.1
District of Columbia.....	91,865,652	45,932,825	0	45,932,827	49.9	0	50.1
Florida.....	120,436,323	68,315,478	0	52,120,845	56.7	0	43.3
Georgia.....	122,679,985	90,120,035	0	32,559,950	73.4	0	26.6
Guam.....	1,993,810	996,805	755,825	241,080	50.0	37.9	12.0
Hawaii.....	64,632,077	32,316,039	0	32,316,038	50.0	0	50.0
Idaho.....	19,796,706	13,497,394	0	6,299,312	68.1	0	31.9
Illinois.....	720,065,139	358,715,572	0	361,349,567	49.8	0	50.2
Indiana.....	115,583,003	66,425,552	20,351,153	28,806,298	57.4	17.6	25.0
Iowa.....	98,783,931	56,435,260	0	42,348,671	57.1	0	42.9
Kansas.....	67,602,756	36,519,009	0	31,083,747	54.0	0	46.0
Kentucky.....	132,730,945	94,730,076	0	38,000,869	71.3	0	28.7
Louisiana.....	98,429,037	71,272,647	0	27,156,570	72.4	0	27.6

Maine.....	46,602,236	32,943,539	0	13,718,697	70.6	0	29.4
Maryland.....	154,441,383	77,220,692	4,413,052	72,807,639	50.0	3.0	47.0
Massachusetts.....	415,121,135	207,560,568	0	207,560,568	50.0	0	50.0
Michigan.....	746,719,100	373,359,550	0	373,359,550	50.0	0	50.0
Minnesota.....	156,149,764	88,757,624	29,087,774	38,304,366	56.8	18.6	24.6
Mississippi.....	32,017,662	26,504,646	0	5,513,016	82.7	0	17.3
Missouri.....	140,017,934	85,774,453	0	54,243,481	61.2	0	38.3
Montana.....	12,786,884	8,082,589	1,008,552	3,695,743	63.2	7.8	29.0
Nebraska.....	28,780,341	15,998,096	0	12,782,245	55.5	0	44.5
Nevada.....	10,317,578	5,158,789	0	5,158,789	50.0	0	50.0
New Hampshire.....	23,673,490	14,270,380	6,700	9,496,410	60.2	.....	39.8
New Jersey.....	426,793,857	213,396,928	52,226,857	161,170,072	49.9	12.2	37.9
New Mexico.....	32,125,612	23,544,860	0	8,580,752	73.2	0	26.8
New York.....	1,563,184,768	766,768,978	428,746,351	367,669,439	49.0	27.4	23.5
North Carolina.....	123,889,125	84,281,786	19,711,194	19,896,165	68.0	15.9	16.0
North Dakota.....	13,122,019	7,556,970	1,044,992	4,520,057	57.5	7.9	34.4
Ohio.....	446,319,654	242,753,261	0	203,566,393	54.3	0	45.6
Oklahoma.....	65,506,367	44,164,394	0	21,341,973	67.4	0	32.6
Oregon.....	113,521,471	67,023,078	1,165	46,497,228	59.0	.....	41.0
Pennsylvania.....	650,945,260	360,558,979	0	290,386,681	55.3	0	44.6
Puerto Rico.....	24,171,922	12,085,960	0	12,085,962	50.0	0	50.0
Rhode Island.....	51,270,478	28,993,455	0	22,277,023	56.5	0	43.4
South Carolina.....	46,352,487	35,670,249	0	10,682,238	76.9	0	23.1
South Dakota.....	20,140,672	13,540,573	0	6,600,099	67.2	0	32.8
Tennessee.....	85,756,646	62,722,396	0	23,034,250	73.1	0	26.9

TABLE 17.—AID TO FAMILIES WITH DEPENDENT CHILDREN: MAINTENANCE ASSISTANCE PAYMENTS, SOURCE OF FUNDS, BY STATE, FISCAL YEAR 1976—Continued

	Total payments computable for Federal funding	Federal funds (unadjusted)	Local funds	State funds	Percentage		
					Federal funds	Local funds	State funds
Texas.....	\$137,686,030	\$100,157,072	0	\$37,528,958	72.7	0	27.3
Utah.....	35,237,274	24,680,187	0	10,557,087	70.0	0	30.0
Vermont.....	26,538,100	18,528,902		8,009,198	69.8		30.2
Virgin Islands.....	1,849,649	924,824	0	924,825	49.9	0	50.1
Virginia.....	138,678,345	80,904,947	\$1,462,344	56,311,054	58.3	1.0	40.7
Washington.....	160,546,774	86,245,728	0	74,301,046	53.7	0	46.3
West Virginia.....	52,466,290	37,671,723	0	14,794,567	71.8	0	28.2
Wisconsin.....	210,875,774	126,335,680	0	84,540,084	59.9	0	40.1
Wyoming.....	4,900,181	2,986,169	684,505	1,229,507	60.9	13.9	25.0
Total.....	9,675,979,068	5,257,846,614	829,781,919	3,588,350,535	54.3	8.6	37.1

Source: Based on State expenditure reports.

TABLE 18.—AID TO FAMILIES WITH DEPENDENT CHILDREN: ESTIMATED TOTAL EXPENDITURES, FISCAL YEAR 1978¹

[Amounts in dollars]

States and territories	Aid to families with dependent children	Emergency assistance	State and local administration	Total	Total, Federal share ¹
Alabama.....	71,438,000		13,800,000	85,238,000	59,614,000
Alaska.....	13,292,000		2,018,000	15,310,000	7,655,000
Arizona.....	35,300,000		6,578,000	41,878,000	21,769,000
Arkansas.....	53,833,000		5,244,000	59,077,000	41,414,000
California.....	1,692,002,000		230,728,000	1,922,730,000	961,365,000
Colorado.....	94,455,000		9,830,000	104,285,000	55,647,000
Connecticut.....	158,440,000	1,010,000	6,906,000	166,356,000	83,178,000
Delaware.....	27,854,000	160,000	2,060,000	30,074,000	15,037,000
District of Columbia..	85,920,000	1,200,000	9,816,000	96,936,000	48,468,000
Florida.....	133,692,000		29,132,000	162,824,000	90,169,000
Georgia.....	111,000,000		21,394,000	132,394,000	87,030,000
Guam.....	2,428,000		194,000	2,622,000	² 1,482,000
Hawaii.....	84,830,000		3,018,000	87,848,000	43,924,000
Idaho.....	22,649,000		3,698,000	26,347,000	16,249,000
Illinois.....	709,898,000		76,224,000	786,122,000	393,061,000
Indiana.....	138,502,000		13,966,000	152,468,000	87,120,000
Iowa.....	117,182,000		13,160,000	130,342,000	67,468,000
Kansas.....	78,944,000	146,000	6,406,000	85,496,000	44,603,000
Kentucky.....	141,199,000	556,000	16,500,000	158,255,000	106,958,000
Louisiana.....	104,883,000		20,168,000	125,051,000	83,974,000

TABLE 18.—AID TO FAMILIES WITH DEPENDENT CHILDREN: ESTIMATED TOTAL EXPENDITURES, FISCAL YEAR 1978 ¹—Continued

[Amounts in dollars]

States and territories	Aid to families with dependent children	Emergency assistance	State and local administration	Total	Total Federal share ¹
Maine.....	49,808,000		3,100,000	52,908,000	36,286,000
Maryland.....	163,074,000	5,052,000	16,424,000	184,550,000	92,275,000
Massachusetts.....	462,019,000	5,200,000	26,540,000	493,759,000	254,364,000
Michigan.....	884,454,000	11,430,000	58,160,000	954,044,000	477,022,000
Minnesota.....	182,738,000	6,000,000	17,312,000	206,050,000	112,637,000
Mississippi.....	30,400,000		4,826,000	35,226,000	27,583,000
Missouri.....	152,310,000		21,052,000	173,362,000	102,917,000
Montana.....	17,296,000	40,000	1,622,000	18,958,000	11,399,000
Nebraska.....	30,419,000	244,000	2,576,000	33,239,000	17,672,000
Nevada.....	10,152,000		2,808,000	12,960,000	6,480,000
New Hampshire.....	26,652,000		1,860,000	28,512,000	17,681,000
New Jersey.....	475,418,000	1,720,000	40,200,000	517,338,000	258,669,000
New Mexico.....	36,086,000		7,066,000	43,152,000	29,457,000
New York.....	1,785,766,000	26,698,000	244,640,000	2,057,104,000	1,028,552,000
North Carolina.....	141,485,000		11,540,000	153,025,000	101,711,000

North Dakota.....	19,452,000		1,336,000	20,788,000	10,532,000
Ohio.....	510,307,000	17,736,000	44,922,000	572,965,000	314,345,000
Oklahoma.....	77,080,000	324,000	10,504,000	87,908,000	55,840,000
Oregon.....	139,380,000	948,000	14,970,000	155,298,000	87,810,000
Pennsylvania.....	717,761,000		86,622,000	804,383,000	438,869,000
Puerto Rico.....	30,300,000		10,450,000	40,750,000	² 24,156,000
Rhode Island.....	64,711,000		3,560,000	68,271,000	38,665,000
South Carolina.....	49,500,000		11,018,000	60,518,000	43,515,000
South Dakota.....	22,621,000	10,000	3,810,000	26,441,000	16,342,000
Tennessee.....	76,200,000		14,840,000	91,040,000	64,666,000
Texas.....	176,835,000		28,400,000	205,235,000	126,649,000
Utah.....	41,551,000		4,300,000	45,851,000	30,812,000
Vermont.....	36,911,000	612,000	1,788,000	39,311,000	26,307,000
Virgin Islands.....	2,808,000	14,000	424,000	3,246,000	² 1,785,000
Virginia.....	152,353,000	420,000	15,250,000	168,023,000	87,424,000
Washington.....	164,150,000	988,000	16,676,000	181,814,000	90,907,000
West Virginia.....	55,680,000	800,000	6,000,000	62,480,000	39,592,000
Wisconsin.....	336,198,000		14,510,000	350,708,000	188,533,000
Wyoming.....	6,624,000	124,000	780,000	7,528,000	3,764,000
Total.....	11,006,240,000	81,432,000	1,240,726,000	12,328,398,000	² 6,581,403,000

¹ Based on August 1976 State estimates.

² Adult category amounts are included for Guam, Puerto Rico, and the Virgin Islands.

Source: Department of Health, Education, and Welfare.

TABLE 19.—AFDC FAMILY WITH 4 RECIPIENTS: MAXIMUM POTENTIAL MONTHLY BENEFITS, CASH PLUS BONUS VALUE OF FOOD STAMPS, JULY 1976

	AFDC need standard	AFDC payment standard (amount against which counted income is applied)	Largest amount paid for basic needs		Potential food stamp bonus if only income is AFDC	Maximum potential benefits, AFDC plus bonus food stamps
			Cash amount	Percent of need standard		
Alabama.....	\$225	\$135	\$135	60	\$132	\$267
Alaska.....	400	400	400	100	113	513
Arizona.....	282	198	198	70	113	311
Arkansas.....	290	255	140	48	129	269
California.....	422	379	379	90	62	441
Colorado ¹	276	276	276	100	89	365
Connecticut.....	² 405	405	405	100	53	458
Delaware.....	287	287	287	100	89	376
District of Columbia.....	349	314	314	90	77	391
Florida.....	230	170	170	74	119	289
Georgia.....	227	148	148	65	129	277
Guam ³	NA	NA	NA	NA	NA	NA
Hawaii.....	514	514	514	100	73	587
Idaho.....	395	344	344	87	71	415
Illinois.....	² 317	317	317	100	77	394

Indiana.....	363	327	250	69	95	345
Iowa.....	376	356	356	95	71	427
Kansas.....	² 364	364	364	100	62	426
Kentucky.....	235	235	235	100	101	336
Louisiana.....	² 203	158	158	78	125	283
Maine.....	349	278	278	80	89	367
Maryland ⁴	314	242	242	77	101	343
Massachusetts ⁶	385	385	385	100	62	447
Michigan.....	² 453	453	453	100	35	488
Minnesota.....	385	385	385	100	62	447
Mississippi.....	277	277	60	22	153	213
Missouri.....	365	365	170	47	119	289
Montana.....	252	252	252	100	95	347
Nebraska.....	330	330	294	89	83	377
Nevada.....	341	249	249	73	101	350
New Hampshire.....	346	346	346	100	71	417
New Jersey.....	356	356	356	100	71	427
New Mexico.....	239	239	206	86	113	319
New York.....	² 476	476	476	100	35	511
North Carolina.....	200	200	200	100	113	313

See footnotes at end of table.

TABLE 19.—AFDC FAMILY WITH 4 RECIPIENTS: MAXIMUM POTENTIAL MONTHLY BENEFITS, CASH PLUS BONUS VALUE OF FOOD STAMPS, JULY 1976—Continued

	AFDC need standard	AFDC payment standard (amount against which counted income is applied)	Largest amount paid for basic needs		Potential food stamp bonus if only income is AFDC	Maximum potential benefits, AFDC plus bonus food stamps
			Cash amount	Percent of need standard		
North Dakota.....	\$370	\$370	\$370	100	\$62	\$432
Ohio.....	431	254	254	59	95	349
Oklahoma.....	284	284	284	100	89	373
Oregon.....	475	433	433	91	44	477
Pennsylvania.....	² 373	373	373	100	62	435
Puerto Rico.....	132	132	53	40	162	215
Rhode Island.....	359	359	359	100	71	430
South Carolina.....	217	217	117	54	138	255
South Dakota.....	333	333	333	100	71	404
Tennessee.....	217	217	132	61	132	264

Texas.....	187	140	140	75	129	269
Utah.....	433	333	333	77	71	404
Vermont.....	² 519	379	379	73	62	441
Virgin Islands.....	166	166	166	100	167	333
Virginia.....	² 346	311	311	90	77	388
Washington.....	² 385	385	385	100	62	447
West Virginia.....	332	249	249	75	101	350
Wisconsin.....	466	² 424	424	91	44	468
Wyoming.....	270	270	270	100	89	359
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Median State (among 50 States and the District of Columbia).	346	317	294		83	377

¹ Allowance for summer months; winter allowance was 291.

² Represents highest of several flat allowance or shelter cost areas in State. Such regional cost standards are as follows: Connecticut, \$405, \$349, \$340; Illinois, \$317, \$300, \$267; Kansas, \$364, \$315, \$306, \$295; Louisiana, \$203, \$187; Michigan, \$453 (Washtenaw County—Ann Arbor); \$428, \$418, \$408; (Wayne County—Detroit), \$398, \$378; Pennsylvania, \$373, \$360, \$349, \$330; Vermont, \$519, \$499; Virginia, \$346, \$293, \$272; Washington, \$385, \$362; Wisconsin,

\$424, \$411, \$394, \$390. Maximum standard for New York City was \$476.

³ Average AFDC payment per family (4 persons) in Guam was \$199 in July 1976. If this was the family's sole income, it was eligible also for \$173 in bonus food stamps.

⁴ 3 of Maryland's 24 counties supplement the State grant amount.

⁵ Includes quarterly grant prorated monthly.

Source: Department of Health, Education, and Welfare.

TABLE 20.—WORK INCENTIVE PROGRAM DATA: FISCAL YEARS 1971-77

Category	1971	1972	1973	1974	1975	1976	1977
Registrations:							
In year.....		120,539	1,235,048	820,126	839,408	942,260	¹ 661,912
Cumulative.....	127,900	236,415	1,324,876	1,811,446	2,025,663	2,277,289	¹ 2,015,400
Entered employment:							
Full time.....	50,444	60,310	136,783	177,271	170,641	211,185	¹ 132,712
Part time.....						19,680	¹ 18,071
Welfare cost savings (millions).	(²)	(²)	(²)	³ \$129.3	³ \$212.4	\$297.0	¹ \$204.2
Program expenditures (mil- lions):							
Total.....					\$276.7	\$303.7	⁴ \$166.8
Employment service.....					205.9	196.2	⁴ 116.1
Welfare agency.....					70.8	107.6	⁴ 50.7

- ¹ 1st 7 mos.
- ² Not available.
- ³ Calendar year data.
- ⁴ 1st 6 mos.

TABLE 21.—AFDC CHILD SUPPORT ENFORCEMENT, FISCAL YEAR 1976

(Thousands)

	Administrative costs			Collections
	Total	State	Federal	
Total.....	\$142,007.9	\$37,634.1	\$104,373.8	\$217,606.1
Alabama.....	815.9	203.9	612.0	12.8
Alaska.....	68.7	17.1	51.6	0
Arizona.....	240.2	58.2	182.0	11.6
Arkansas.....	158.2	39.5	118.7	30.9
California.....	42,825.7	11,362.0	31,463.7	26,132.2
Colorado.....	1,292.8	323.3	969.5	1,787.4
Connecticut.....	479.7	119.9	359.8	6,529.5
Delaware.....	406.8	72.6	334.2	676.5
District of Columbia.....	445.5	73.9	371.6	454.7
Florida.....	1,680.3	420.0	1,260.3	602.1
Georgia.....	674.8	168.7	506.1	2,508.8
Hawaii.....	395.6	87.6	308.0	28.6
Idaho.....	400.6	100.0	300.6	995.5
Illinois.....	2,762.7	1,322.0	1,440.7	4,365.5
Indiana.....	48.5	12.1	36.4	(¹)

See footnotes at end of table.

TABLE 21.—AFDC CHILD SUPPORT ENFORCEMENT, FISCAL YEAR 1976—Continued

(Thousands)

	Administrative costs			Collections
	Total	State	Federal	
Iowa.....	\$900.3	\$225.2	\$675.1	\$5,615.8
Kansas.....	294.5	73.7	220.8	2,045.2
Kentucky.....	339.4	84.9	254.5	148.1
Louisiana.....	3,063.3	765.8	2,297.5	908.0
Maine.....	413.7	103.3	310.4	961.4
Maryland.....	998.4	249.7	748.7	5,949.7
Massachusetts.....	2,879.1	719.6	2,159.5	16,329.1
Michigan.....	7,150.0	1,787.5	5,362.5	53,682.2
Minnesota.....	4,594.1	1,145.8	3,448.3	6,264.9
Mississippi.....	255.3	127.6	127.7	(¹)
Missouri.....	309.9	155.0	154.9	(¹)
Montana.....	347.3	143.2	204.1	177.2
Nebraska.....	276.0	64.9	211.1	85.9
Nevada.....	4.6	2.1	2.5	(¹)
New Hampshire.....	96.0	24.0	72.0	645.0
New Jersey.....	8,529.9	1,828.7	6,701.2	13,890.9
New Mexico.....	370.6	92.7	277.9	522.9
New York.....	33,343.0	9,455.2	23,887.8	7,795.0
North Carolina.....	1,103.5	271.7	831.8	105.8
North Dakota.....	82.0	20.6	61.4	397.7

Ohio.....	3,287.8	824.0	2,463.8	16,285.9
Oklahoma.....	838.7	172.0	666.7	545.6
Oregon.....	3,582.5	895.5	2,687.0	947.3
Pennsylvania.....	2,137.0	534.2	1,602.8	12,663.8
Rhode Island.....	618.7	158.7	460.0	2,214.2
South Carolina.....	132.6	33.1	99.5	0
South Dakota.....	557.1	139.5	417.6	396.1
Tennessee.....	106.8	26.7	80.1	340.7
Texas.....	4,192.2	1,048.1	3,144.1	3,803.2
Utah.....	976.3	197.2	779.1	1,603.1
Vermont.....	304.8	76.2	228.6	665.0
Virginia.....	1,091.3	272.8	818.5	3,694.1
Washington.....	3,335.2	833.9	2,501.2	11,233.9
West Virginia.....	387.3	97.0	290.3	0
Wisconsin.....	2,004.5	501.1	1,503.4	3,366.8
Wyoming.....	61.7	15.4	46.3	150.6
Guam.....	16.9	4.2	12.7	1.3
Puerto Rico.....	177.6	44.4	133.2	(^c)
Virgin Islands.....	152.0	38.1	113.9	33.6

¹ State under waiver until June 30, 1976.

² Information incomplete/not received.

Source: Department of Health, Education, and Welfare.

D. COST OF PROVISIONS OF H.R. 7200

The provision removing the ceiling on AFDC matching for the territories has been estimated to have a cost of \$1.5 million in fiscal year 1978 and \$2.9 million in fiscal 1979. The provision waiving collection of prior Federal AFDC matching for vendor payments and similar non-allowable costs in certain States has been estimated to cost at least \$34 million (a one-time cost). The change in procedures relating to vendor payments has been estimated to have an ongoing annual administrative cost of about \$5 million.

