

League of Women Voters of the U.S.
1730 M Street, N. W.
Washington, D. C. 20036

May 18, 1973

STATEMENT TO THE SENATE COMMITTEE ON FINANCE
FOR THE OFFICIAL HEARING RECORD ON SOCIAL SERVICES
BY THE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

The League of Women Voters of the United States submits this statement to the Senate Finance Committee as a part of the hearing record on the Social Services regulations issued on May 1, 1973 by the Department of Health, Education and Welfare. Even though that particular set of regulations is the focus of the hearings, the proposals should not be viewed as an isolated development. The League finds it necessary, therefore, to comment and make recommendations to the Committee in a broader context which includes such considerations as the following:

- the overall federal responsibility for replacing the present patchwork of cash grants and services with a rational, realistic, humane and just system of aid for families and individuals;
- the respective roles of the legislative and executive branches in determining the direction of such programs and administering them;
- the presently existing high rate of unemployment and underemployment which results in widespread poverty and hardship;
- the entire complex of existing law and regulations, plus the recently issued (April 4, 1973) regulations requiring states to meet three target dates for progressive reduction of errors among AFDC recipients, AND the proposed regulations concerning eligibility requirements, hearings for recipients, and recoupment of payments (issued April 20, FEDERAL REGISTER, Vol. 38, No. 76.)

In addition, there is another consideration to be taken into account in assessing the regulations proposed by HEW: actions taken or not taken by the 92nd Congress. While the last Congress enacted a new federal system of income grant guarantees for the aged, blind and disabled, it FAILED to enact a new federal assistance program for families and individuals not eligible under current programs.

Instead, Congress took actions which reinforced the popular myths that work is the answer to welfare, and that major welfare reform will have been achieved when there is a reduction in federal spending and in the numbers of people on welfare rolls. For example, in 1971, Congress amended the Work Incentive Program (WIN) to require that all AFDC family heads must register for job training and/or work;* and in 1972, Congress set a ceiling of \$2.5 billion on federal funds available to match social services provided under state-administered programs.

*Preliminary reports indicate that only 8% of the one million recipients who were registered under the new law between July 1, 1972 and March 31, 1973, have been placed in jobs. Of the one million who registered only one in four (256,678) was certified as able-bodied.

Neither of those actions faced up to the need for the basic reform necessary to correct the inequities, injustices and irrationalities of the present system. And, capping off that failure, President Nixon, in January, proposed a \$1.9 billion expenditure limit in fiscal 1974 for social services, and, in March this year, withdrew his support for welfare reform that would include an income floor for the poor -- working and non-working.

All of those actions combined to create a special climate in which the Department of Health, Education and Welfare has been working in recent months. The results? A series of three sets of regulations which seem to take a larger measure of control over the welfare system than can be justified by the Executive branch responsibility to administer laws to carry out the intent of Congress.

The League does not question the motives of the officials at HEW. But there has been an excess of zeal in pursuit of reduced costs. The danger is that the drive toward greater efficiency and targeting of social services more precisely will result in much greater hardship for non-working people who are presently dependent upon public assistance and accompanying social services for a modicum of decent living, and for those who work but have only marginal earnings.

We attach, for the record, copies of the League response to the proposed "zero error" regulations of December 5, 1972, and the social services regulations of February 16, 1973. These documents will demonstrate to the Committee that what we say now is consistent with opposition expressed at earlier dates. Local and state Leagues from all areas of the nation responded to the proposed social services regulations in unprecedented numbers. Sample quotes from a few responses are attached to this statement.

LEAGUE RECOMMENDATIONS FOR COMMITTEE ACTION.

The League recommends that the Senate Finance Committee avail itself of the opportunity created by these hearings and by the House passage of HR 3153 (making technical corrections to HR 1, P.L. 92-603) to propose legislation to give clear Congressional direction to the Executive branch departments responsible for administering public assistance programs. Members of local and state Leagues report consistently to us their belief that firm federal guidance is necessary to insure fairness in administration of the federal/state cash grant and social services programs. We believe that Congress should take prompt legislative action to require some changes in the social services regulations issued on May 1.

A few examples of the kinds of changes the League wants will suffice to indicate the direction legislation should take to alleviate some of the injustices and hardships which could result from those May 1 regulations.

1. ELIGIBILITY INCOME LIMITS FOR SERVICES OTHER THAN DAY CARE. The revised regulation allowing 150% of state payment standards is clearly an improvement over the proposed limitation of 133 1/3% of state payments levels. It would, nonetheless, cause difficulties.

PROBLEM. According to Table 4 in the Finance Committee report, "Staff Data and Materials on Social Services Regulations," this 150% eligibility allowance will still place the eligibility level below the \$4200 poverty level for urban families of four in sixteen states.

RECOMMENDATION: That a legislative floor be placed under eligibility for services, set at no less than the officially defined poverty levels, modified regularly to take into account cost-of-living increases. Such a legal protection would expand eligibility to more working people.

PROBLEM. The language of the regulations does not make it clear whether the income ceiling applies to gross or net income -- a crucial point in determining anyone's eligibility, but especially for the working poor who should be able to disallow from counted income such items as social security payments and basic work-related expenses.

RECOMMENDATION: That net income be used to compute income in determining eligibility for social services. Otherwise, many working people with marginal incomes will be deprived of services which help make it possible for them to improve their circumstances and become increasingly self-sufficient.

PROBLEM. Regulations require that resource limitations as applied to AFDC cash grant recipients must be applied also for social services eligibility. Present regulations make no such requirement.

RECOMMENDATION: That basic resources (within reason, as presently allowed) not be counted in determining eligibility for services. Otherwise, people temporarily in need would have to divest themselves of basic resources just in order to obtain short-term assistance. That could be a "Catch-22" situation leading to long-term dependency.

2. INCOME LIMITS FOR DAY CARE SERVICES. The allowance of 233 1/3% of state payment standards is a significant improvement over the initial HEW proposals. The same PROBLEMS apply, however, as apply to the eligibility limits for non-day care services, (with the exception that the ceiling is beneath the poverty level in only 4 states). The RECOMMENDATIONS mentioned in the item on non-day care services apply in this instance as well.

3. DAY CARE SERVICES.

PROBLEMS. The regulations clearly weaken recent efforts to assure quality child care which includes health and educative components, the rights of parents to have a "say" as to whether proffered child care is "suitable," and participation by parents in child care advisory boards.

RECOMMENDATION: Legislation to require no less than the 1968 Federal Interagency standards in child care facilities, to assure parents of a choice of child care facilities, and to return to the requirement that at least one-third of the membership on child care advisory boards (state and local) be comprised of participating parents.

PROBLEM. The regulations do not set any guidelines for sliding scale fees that may be required of parents having incomes between the 150% and 233 1/3% of state payment standards.

RECOMMENDATION: That legislative direction be given to assure that the sliding scale fee will not permit or require parents to pay the full cost

of child care. Even at the maximum income permitted under the 233 1/3% of state payments standards, such charges would be prohibitive for any kind of care except simple custodial, "parking lot" care. If full scale charges should be permitted, parents would be forced to resort to custodial care, and there would be pressure for HEW to set low federal standards for day care. Already, the regulations have substituted the term "day care" for "child care" -- another point which needs a reversal in the regulations.

4. FEDERAL MATCHING FOR PRIVATELY DONATED MONEY. Secretary Weinberger testified to you that, as a result of pressure from Congress and the public, proposed regulations denying such aid were reversed, and the decision was made to preserve "the partnership between the efforts of our voluntary agencies and governmental entities." The League, of course, welcomes this change from the proposed interdiction against allowing privately donated funds to be used as part of the states' 25% payments toward the cost of social services. Many local and state Leagues filed comments with HEW on this point, including specific accounts of the numbers of people who would suffer as a consequence of the dollar and program losses under the initially proposed regulation.

PROBLEM. According to Secretary Weinberger, the direction given by this Senate Finance Committee in its report on HR 1 was the principal reason behind the proposed regulation denying use of privately donated funds for federal matching purposes. The HEW proposal was made despite the fact that Congress did not reverse the 1967 law specifically allowing such federal matching funds, and the fact that statutory law still takes precedence over "legislative history" as made in committee reports.

RECOMMENDATION: That this Committee reinforce the 1967 law by proposing firm and precise legislation in support of federal matching for privately donated funds. The Secretary said that HEW is "developing . . . stronger administrative procedures for monitoring the application of donated funds." That is all well and good -- and as it should be; but we note also that the revised regulation is subject to further HEW guidelines. Certainly, the requirement for written contracts between state and local agencies and donors is reasonable -- as are the present 1967 limitations on use of donated funds for state matching purposes. The League wants to be sure that legislation permitting use of donated funds is so clear that regulations cannot in effect wipe out many of the programs currently operating.

5. MISCELLANEOUS PROPOSALS SET FORTH IN THE REGULATIONS. The League urges legislative protection against such additional proposals in the regulations as those which would:

- narrowly limit the goals of social services to "self-support" and "self-sufficiency" -- a definition which could result in a continuing limitation of services to those which are strictly job-related;
- impose strict time limitations for services to past and potential public assistance recipients;
- limit federal matching for legal services to legal assistance related only to obtaining and retaining employment. Lower income citizens, as do other

citizens, have legal problems related to housing, marital relations, children, etc. Clearly they must rely on subsidized or free legal services.

We believe all those regulatory directives go beyond the spirit and intent of present statutory provisions, and would tend to deprive public assistance recipients of opportunities essential to their ability to escape from poverty and the social and psychological handicaps of dependency.

The League realizes that, no matter how effective the regulations for administering existing welfare programs, and no matter what legislative initiatives are taken to protect against distortion of Congressional intent, such actions will not constitute the basic reform needed. Indeed, the word "reform" is totally inadequate to describe the kind of change necessary to create a new system of public assistance for families, similar to the one initiated in 1972 for the aged, blind and disabled. As we said in our testimony before this Committee last year, the League membership goal for public assistance is a federal system of aid, based on cash grants to people in the greatest need -- those who are unable to work and those who work at marginal wage levels.

- ADDENDA:
1. LWVUS comment on HEW proposed regulations of December 5, 1972, related to eligibility errors in welfare rolls.
 2. LWVUS comment on HEW proposed regulations of February 16, 1973, related to federal matching funds for social services.
 3. A sampling of quotes from League responses to HEW with regard to social services regulations.

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Telegram sent to Wilbur Mills

1 October 9 urging conference deletion
of Title IV.

time
for
Action

No. 92-II-12

September 28, 1972

TO: STATE AND LOCAL LEAGUES
FROM: LUCY WILSON BENSON
RE: URGENT SENATE ACTION ON
WELFARE REFORM

Call SPOTMASTER: 202-296-0218 from 5 pm on
Friday until noon on Monday, every weekend
until Congress adjourns. No answer when
you call means no new welfare developments.

The Senate Finance Committee (Russell Long, D-La.) has reported HR 1 for immediate Senate consideration. Title IV, the family assistance reform section, as reported by the Committee, still has the same types of forced-work provisions which the League Convention denounced. Debate will probably continue until Congress recesses for the November election or adjourns for good.

WHAT YOU NEED TO DO: NOW is the time for you to get an absolute deluge of letters to your Senators urging them to VOTE AGAINST and DEFEAT three dangerous welfare proposals:

- . Title IV as proposed by the Senate Finance Committee
- . Title IV as passed by the House with Administration support
- . A possible compromise between the House-passed and Finance Committee Title IV's, which could, for example, substitute the Finance Committee "forced work" requirements for the House-passed working poor supplementation program

HOW TO GO ABOUT GETTING LETTERS ON THE WAY:

1. Start a telephone chain to get individual members, spouses, family and friends to write postal cards or short letters with that single, direct message to defeat the above-listed types of family assistance
2. Contact organizations; alert friends and foes to start letter-writing and telephone campaigns:
 - a. those organizations you have worked with to get support for Ribicoff (Common Cause, AFL-CIO, UAW, National Association of Counties, American Jewish Committee, League of Cities/Council of Mayors, etc.);
 - b. the organizations who worked with us for a while and then disagreed on our strategy in the House (Council of Churches, American Friends Service groups, National Welfare Rights Organization, etc.);
 - c. IF YOU HAVE TIME, the Chamber of Commerce and National Association of Manufacturers, whose national organizations oppose any welfare reform we might support. We might need their help in defeating the Finance Committee plan or a compromise between it and House-passed HR 1.

WHAT IS RIBICOFF'S STRATEGY? The Senator has dropped his plan to introduce the Amendment #559 substitute for Title IV because of dwindling Senate support--even among his co-sponsors. Instead, Ribicoff will introduce the Title IV AGREEMENT he reached in June with HEW Secretary Richardson. The White House still opposes that plan because it goes too far beyond the House-passed Title IV. IF the agreement lives up to League requirements, we will support it through personal lobbying on the Hill, in order to have a respectable showing for decent welfare reform in the Senate.

WHY ARE WE ASKING YOU TO CONCENTRATE ON THE DEFEAT ASPECTS OF SENATE ACTION?

1. There are times when the best action one can take is to defeat legislation that could move a cause backwards.
2. There is no hope for passage of the Ribicoff/HEW agreement and therefore no reason for you to work on it. Also, floor action timing will be quick and uncertain, impossible to coordinate between the national office and state or local Leagues.
3. We are down to the VOTING stage on the welfare issue, and, generally, that is the time to give Senators simple directions. Many offices tally letters in two stacks: "for" and "against." Letters with too many subtleties are shunted aside.
4. We want a SOLID DEFEAT for the Finance Committee and House-passed Title IV's, and any compromise between those two plans.

WHAT ARE SOME OF THE POLITICAL REALITIES?

1. Neither presidential candidate is pushing welfare reform now.
2. Political and economic conditions have changed since we undertook the welfare campaign, and there is absolutely no chance for "our kind" of alternatives to the present welfare system to pass this year.
3. House Ways and Means Committee Chairman Wilbur Mills says "welfare reform is as dead as a door nail," and HEW Secretary Richardson has about given up on Title IV.
4. However, intense political pressure to "do something" about the present system could lead to an agreement by Chairmen Long and Mills and the President upon a compromise of Title IV as passed by the House and as proposed by the Senate Finance Committee. The result would be DANGEROUS legislation which must be defeated.

FOR BACKGROUND REFERENCES AND MORE INFORMATION, SEE:

1. The attached summary of the Ribicoff/HEW agreement, and reasons for LWV opposition to the Finance Committee plan and House-passed Title IV.
2. National VOTER, May/June 1972: "Welfare: A Day on the Hill."
3. Report from the Hill: welfare section of May 19, 1972 issue AND the R/H of June 27, 1972, special first page and "Welfare Reform Yes" section.

BACKGROUND ATTACHMENT FOR WELFARE TIME FOR ACTION, No. 92-II-12, September 28, 1972.

A FEW NOTES ON POSSIBLE SENATE STRATEGY

1. Senator Long announced earlier that he would work to get as many titles of HR 1 passed as possible, taking them one at a time and that he would begin with Title I, moving along to Titles II and III, getting to IV if possible.
2. Senator Long and/or other Senators may move to separate Title IV from HR 1. They might try to attach I, II and III to the debt ceiling bill. The LWVUS will not fight such moves because that may be the best way to insure killing the Finance Committee and the House-passed plans.
3. At the national level we will not take any action on Titles I (Social Security expansion and rate increases) and II (Medicare/Medicaid provisions), but will support passage of Title III (guaranteed basic grants to aged, blind and disabled) if federal administration is provided.

LWVUS UNDERSTANDING OF WHAT THE RIBICOFF/HEW AGREEMENT CONTAINS AS OF SEPTEMBER 27:

1. A basic federal guaranteed minimum of \$2600, PLUS required automatic, annual cost-of-living increases, to be paid on the federal minimum AND on state supplemental funds.
2. Required state supplementation to guarantee payment of at least the same benefits paid in January 1971--assuring that no recipient will receive less under reform than under current law.

NOTE: the combination of those two provisions would bring the new benefits above those paid in some of the present "high benefit" states, and would bring the guaranteed minimum almost up to the Ribicoff \$3000 because of the cost-of-living factor.

3. Federal administration of nationally uniform rules for determining eligibility and need.
4. At least the federal minimum wage for recipients required to work.
5. Payment of benefits on the basis of current need (past three months, rather than the past nine months required in House-passed HR 1).
6. Supplemental assistance for the working poor (date issue uncertain).
7. Fiscal relief to states to assure no increases in costs above the 1971 level.
8. Rights of appeal are improved over those in the House bill.

NOTE: The built-in increase in minimum benefits to the poverty level within 5 years is not included. These points could still be changed prior to the Senator's introduction of them. LWVUS will make no commitments without seeing the language.

THE WORST ALTERNATIVE OF ALL WOULD BE ADOPTION OF A COMPROMISE BETWEEN HOUSE-PASSED TITLE IV AND THE FINANCE COMMITTEE TITLE IV:

We have no hard proof that such a package is in the works; but the political pressures to get welfare recipients back to work and to cut federal costs make it entirely possible that the Administration could offer a new package, OR could offer amendments to the Finance Committee proposal when it comes to the Senate floor for a vote. Either

a package or amendments could have the same effect: a new so-called welfare reform bill which would force about 1.2 million families into low-paid jobs, while placing a floor under payments to other AFDC families that would be totally unacceptable. The present state-administered system could be retained also--a move many state governors are strongly urging.

If such a bill should pass the Senate, it would be hard to defeat in conference with the House. It would set welfare reform back indefinitely. THAT IS WHY WE HAVE TO DEFEAT ANY SUCH EFFORT IN THE SENATE.

REMINDERS AS TO WHY TITLE IV AS PROPOSED BY THE SENATE FINANCE COMMITTEE AND PASSED BY THE HOUSE MUST BE DEFEATED:

Title IV - Senate Finance Committee Style

1. Has a totally UNACCEPTABLE plan for families headed by employable males and by employable females with children six and over:
 - Instead of being entitled to basic income grants under AFDC, the heads of about 1.2 million families (40% of present AFDC rolls) would have to work in federally "guaranteed jobs" under a new Work Administration (WA). All new applicants in same categories would also be denied public assistance grants.
 - For parents refusing to accept any job offered, assistance grants would be cut off, or denied; payments for children could be made to a third party.
 - Maximum earnings under the WA program would be \$48 per week--or \$2400 per year. Maximum wages would be set at less than the federal minimum, thus undermining the wage structure with low-paid "forced labor" -- "slave labor" as HEW Secretary Richardson calls it.
2. The plan would institute an ADMINISTRATIVE NIGHTMARE. On top of the present 50 state and 1152 local systems and the present HEW and Department of Labor networks, the Finance Committee version would add a new Federal Works Administration and the Internal Revenue Service.
3. The "WORK INCENTIVE" plans are NOT REALISTIC. People working in private or public jobs at less than the federal minimum wage would have total incomes of even less than under House-passed Title IV. Example: for a family of four, the family head could have a net maximum income of \$3120 under the Finance Committee "work supplement," and \$4260 under the House-passed "working poor" assistance plan. Those working in jobs covered by Social Security could earn up to \$4000, counting the "work supplement" and the 10% Social Security bonus--still less than under the House-passed plan.
4. There is RAW DISCRIMINATION against families: close-to-poverty level assistance is provided for the aged, blind and disabled, but only up to \$2400 for about 60% of the present AFDC recipients, with the rest cut off except for children's benefits; day care for parents working in the WA program would be no more than custodial; AND a mother would have to assign to the federal government her right to support payments from a deserting father as a condition of eligibility for benefits.

Title IV - House-passed version of family reform

There are many reasons we worked for a better bill in the Senate and now have to oppose the House-passed Title IV, including the too-low basic benefit, the fact that states are not required to supplement the federal benefit to protect against payment of lower benefits, the double-wage standard for the working poor in "welfare-type" jobs and in public service jobs, insufficient protection for rights of appeal, etc. (References: National VOTER, August 1971: "The Welfare Bill: Why? Why Not?"; Report from the Hill welfare sections, March 31, and August 6, 1971.)

time for Action

NO. 92-1-8

June 15, 1971

TO: Local and state League Presidents
FROM: Mrs. Bruce B. Benson, President
RE: Trouble ahead for welfare reform

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+ SPOTMASTER: last minute news to +
+ be available from 5:00 p.m., +
+ Thursday, June 17 - Monday, June +
+ 21. Calling number: 202 296-0218 +
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The welfare reform provisions of HR 1 are in great danger of being defeated in the House. Your action now will be crucial to House passage, on which forwarding our welfare consensus depends.

WHAT YOU NEED TO DO: Contact your Congressmen immediately asking them to vote AGAINST any move to strike Title IV - the new family public assistance programs - from HR 1, and to vote FOR PASSAGE of the entire bill. There can be several Parliamentary maneuvers to delete or to water down welfare reform provisions of HR 1. Your Congressman needs to know you want him to vote against all such Parliamentary moves and for passage of HR 1 as a package.

THE TIME TABLE: The House Rules Committee is meeting June 15 and 16 and is expected to do the unexpected; that is, to issue a Rule on HR 1 which will permit a floor motion to strike Title IV from HR 1. The Administration and the Ways and Means Committee are working hard to see that House debate begins Tuesday, June 22, with the vote coming that night, or continuing debate and voting on Wednesday. THIS GIVES US VERY LITTLE TIME TO ACT. (There is a chance of delay until June 28 and 29th, or until after the July 4th recess; but we cannot count on more time.)

IN BRIEF, THIS IS WHAT HAS HAPPENED: Two weeks ago it looked as though tradition would be adhered to and the Rules Committee would grant the anticipated Ways and Means request for a completely "closed" Rule on HR 1; that is, NO Floor Amendments. (One recommittal motion is permitted under any Rule.) Chairman Wilbur Mills and the Ways and Means Committee had carefully put together a bill which they estimated would gain enough votes for passage. Committee strategy, however, was based upon keeping the Social Security and adult category "sweeteners" inseparable from the Title IV family assistance revisions. Evidently, however, it was necessary to concede agreement on a "modified closed rule" to get the bill out of the Rules Committee at all. So, both tradition and prediction seem to be coming apart at the seams.

- - AND HEREIN LIES THE THREAT TO HOUSE PASSAGE OF THE HR 1 REVISION OF FAMILY ASSISTANCE PROGRAMS.

- With a Rule permitting a motion to "Strike Title IV," your Congressmen will be faced with a straight "yes" or "no" vote on the revised Family Assistance Programs (Opportunities for Families and Family Assistance Program).

- A vote to support a motion to Strike Title IV would be a vote against welfare reform and against League position.

- A combination of forces opposing the bill for diametrically opposite reasons seems to be building sufficient strength to strike Title IV. (The LWV worked for a closed Rule to lessen the chance for deleting Title IV.)

This TIME FOR ACTION is a critical step in League strategy to secure House passage of HR 1. Without a House welfare reform bill which the Senate can consider, the chances for welfare reform this year are virtually zero. If the House defeats the welfare reform sections of HR 1, it would be unlikely that House members would later approve any Senate initiated welfare reform.

OTHER ORGANIZATIONS WORKING FOR HOUSE PASSAGE: The National Association of County Officials, AFL-CIO, American Public Welfare Association, National League of Cities - U.S. Conference of Mayors, American Jewish Committee, American Association of University Women, American Vocational Association, Common Cause, and many state governors and other state officials.

A RECAP OF WHY THE LEAGUE SUPPORTS HOUSE PASSAGE OF HR 1:

ONE: The national need for welfare reform is so urgent that to run the risk of killing all chances of passage this year is unthinkable -- and that is what House defeat of HR 1 or Title IV would mean.

TWO: Although the welfare provisions are not perfect, they do initiate significant steps in a new direction for dealing with public assistance for people who are still in need despite the wealth and opportunity in the nation. Such steps include:

- Federal assumption of responsibility for setting minimum standards of income for the aged, blind and handicapped and for families with incomes below certain levels;
- Extension of assistance to family heads who work full time but still earn less than minimum poverty level incomes - a significant step forward to help those working at below poverty-level wages.
- Mandatory requirements placed upon the Department of Labor and HEW to provide job training, jobs, child care and counseling services;
- Provision of 200,000 extra public service jobs for public assistance applicants;
- The guarantee of federal assumption of costs to states in excess of calendar year 1971 costs -- undercutting possible state efforts to cut benefits if case loads increase.

NOTE OF WARNING!

This TIME FOR ACTION had to go out before final Rules Committee action. The Committee could reverse the plan for a modified closed Rule and vote out HR 1 under a completely closed Rule, or one permitting other modifications. In either case, the opportunity for a motion to recommit the bill to Ways and Means with instructions to delete Title IV still remains. You should make it crystal clear to your Congressman that you want him to vote against any move to delete, recommit or water down Title IV. He will find out how to do this at the proper time.

time for Action

NO. 92-I-11

September 1, 1971

TO: LOCAL AND STATE LEAGUE PRESIDENTS

FROM: MRS. BRUCE B. BENSON, PRESIDENT

RE: URGENT WELFARE REFORM ACTION

+ + + + +
SPOTMASTER: The post-Board spotmaster will carry the latest welfare news. It will be available after 5:00 p.m., Friday, September 17th and run through Monday. The number to call is (202) 296-0218.
+ + + + +

PURPOSE: To urge local and state Leagues to press President Nixon for aggressive leadership to secure passage of welfare reform legislation this year and to ask U.S. Senators and Governors to work for the same goal.

THIS IS THE SITUATION: The August 15 Presidential request that the implementation date for welfare reform be delayed for one year (until July 1973), has been interpreted by some as a request to postpone legislation establishing welfare reform. Any day, between our going to press and the date you receive this T/A, President Nixon could announce a decision to work for Senate passage of welfare reform legislation this year. Watch the news carefully, so you can adjust your action accordingly. There could also be a statement from NEW Secretary Elliot Richardson. Meantime, we know that: the Senate Finance Committee is largely hostile to HR 1; Committee Chairman Russell Long responded to the implementation delay request by saying that he might postpone action on HR 1 and/or Title IV; Presidential and constituent pressure is essential to securing support for action on a welfare bill we might be able to support.

WHAT YOU NEED TO DO:

1. Even if there is no interim statement, assume President Nixon stands behind his commitment to welfare reform legislation this year; BUT write or wire, urging him to use the full powers of the presidency to achieve Congressional action on welfare reform this year. Let him know that without his leadership, the rug will be pulled out from under welfare reform and that it is essential that he restore confidence in his commitment to untangling the welfare mess. Tell the President that we understand the dimensions of the current fiscal crisis, but that we think that the need for welfare reform legislation is also a national emergency.

2. Send a copy of your letter to the Honorable George Schultz, Director, Office of Management and Budget, the White House; to the Honorable John N. Mitchell, Attorney General, Department of Justice, 9th & Constitution Avenue, N.W., Washington, D.C. 20530; to the Honorable Maurice Stans, Secretary of Commerce, Department of Commerce, Commerce Building, 14th & Constitution Avenue, N.W., Washington, D.C. 20230. These three men are top political and budgetary mentors who need to know what we are telling the President.

3. Write to your Senators and Governors, particularly those in big electoral and Southern states. Let them know you want their help in getting full Presidential

support for legislation this year. Both should be asked to underscore their state's need for fiscal relief in order to assure no further cuts in welfare benefits and Senators encouraged to speak out for reform on the Senate floor.

4. Ask other organizations and individuals to write similar welfare letters. (See attached list of organizations invited to participate in LWVUS welfare meeting.)

WHAT THE LEAGUE HAS DONE:

1. A press release was issued on August 20, following reports that Senator Russell Long might hold up welfare legislation. The release stated, "President Nixon's request that implementation of welfare legislation be delayed until July 1, 1973, should not be used as an excuse to defer or kill it." We also warned that: "States and municipalities are facing fiscal crises of their own partially due to our outdated present welfare system. They want and were led to expect welfare reform and the longer the delay in passing a bill, the greater the chances of further state cuts in welfare programs. It's the poor who will be hurt the worst. . . . It is vital that we find ways to move welfare legislation through the Senate. The League, of course, is concerned about our current fiscal crisis -- but programs to help the economy must also include the poor and the underemployed. As a matter of fact passage of a reform bill providing incentives to work, jobs and training and federal income standards could go a long way toward helping, by putting more money into the hands of people who must spend it for food, clothing and other necessities."

2. I have asked to testify before the Finance Committee and, if possible, to bring in five League leaders to speak briefly about specific state welfare problems.

3. I have written President Nixon urging him to put his weight behind welfare reform legislation this year.

ATTACHED: 1) A special report on our welfare campaign; 2) backgrounder: a few quotes; a summary of California, Illinois and New York experiments.

REFERENCES: "HR 1: A Summary and Commentary," publication # 447, price 75¢; three welfare articles in the September National VOTER: "Welfare: Skirmishes in the States," "The Welfare Bill - Why? Why Not?" and "America's Poor: Locked In, Locked Out." The last article is to be reprinted, publication # 433, price 10¢.

LAST MINUTE QUOTES: From Christian Science Monitor, 8/28/71:

" . . . it will be tempting, especially in these times of nationwide economic restraints, for political leaders to turn their backs on reform and opt for simplistic get-tough measures. But to lag on reform initiative would be shortsighted in political terms as well as obtuse in human and practical terms. . . . To get FAP passed will be a definite plus in November, 1972. Failure will be seen as a sign of his legislative ineffectiveness. Failure for Congress likewise will be read by voters as a lapse in acuity and heart."

From Joseph Kraft, Washington Post, 8/31/71: "The glow of success suffusing President Nixon's new economic program is no mirage. . . . But the desperately poor, those on welfare or who are just making ends meet, have no lobby. The most important measure devised for their welfare has been deferred as part of the new economic program. Far from getting a bigger piece of the growing pie, the poor are lagging behind while everybody else is pushing forward. . . . A way to meet these difficulties is not impossible to envisage. What is required is that the Congress earmark some part of the rising revenue certain to be generated by a more prosperous economy for those who are truly needy."

BACKGROUND FOR YOUR INFORMATION

A few key comments opposing the President's request to delay the implementation date for welfare reform until July 1973, rather than leave it at the July 1972 date in HR 1: (As we stated in the Special Memorandum attached to the August Welfare Action Guide, full implications of the President's request are not yet apparent.)

Charles L. Schultze, former U.S. Budget Director, now with Brookings Institute.
A WASHINGTON POST summary of his statement to the Joint Economic Committee of the Congress, on August 20:

Indeed, it is undoubtedly the longer term effects of the tax proposals which led to the highly dubious recommendation to postpone the welfare reform package. The President has repeatedly stressed his intention never to propose a budget in which expenditures exceeded full employment revenues. Even before his Aug. 15 program of tax cuts was announced, a difficult budget paring job was already in prospect. The \$5 billion or more revenue loss from the permanent 5 percent investment credit and the auto excise tax repeal made the problem even more critical, from the President's view. Postponement until July 1973 of the welfare reform package, which fortuitously would lower estimated 1973 expenditures by the same amount as the loss from permanent tax cuts, was seized upon as the means out of this dilemma. Quite explicitly, therefore, a priority choice was made between autos and machine tools on the one hand and the poor on the other. The poor lost.

Walter W. Heller, former chairman of the Council of Economic Advisers and a NEW YORK TIMES editorial of August 24:

As Walter W. Heller, former chairman of the Council of Economic Advisers, put it, this is "a very lopsided program for some very laudable goals." That comment becomes even more appropriate when Mr. Nixon couples his call for heavy tax relief to big business with proposals to hold back his much-needed programs for welfare reform and revenue sharing. Once again the cities and the poor are to be kept waiting for their share in economic revival.

WASHINGTON POST editorial, August 23:

True, some of the spending cuts are more apparent than real. But the principal one is both real and entirely unfortunate; namely, postponement of the effective date of welfare reform from July, 1972, to July, 1973, or almost two full years. The implications of this welfare decision for the poor can only be described as catastrophic. Welfare benefits are being cut back in state after state, partly as a result of taxpayer backlash against the poor, partly in expectation that the welfare system would soon be federalized. Nor can we see any economic justification for delaying welfare reform. If the administration is worried about excessive fiscal stimulation in 1973, it could make some other move, such as eliminating the investment tax credit.

A SUMMARY OF WELFARE-WORK EXPERIMENTS IN CALIFORNIA, ILLINOIS AND NEW YORK. A NEW YORK TIMES story of August 21, from San Clemente, California, reports agreement between President Nixon and Governors Reagan, Ogilvie and Rockefeller, along with Under Secretary of HEW John Veneman to permit demonstration work programs for welfare recipients in the three states mentioned. Terms of the agreement are reported to follow state laws recently adopted in California, Illinois and New York. Under the proposal "some welfare recipients" who could not find other employment "would work in such community efforts as park projects and hospitals for no less than the prevailing wages, and for no more than 20 hours a week or 80 hours a month," according to Mr. Veneman, in return for their welfare check. Day care and transportation costs would be allowed. The numbers of

people involved would depend upon the areas in the state chosen for demonstration projects which could last for a year or eighteen months. A check with Under Secretary Veneman's office confirmed the plan, saying it would follow state laws passed recently in the three states. In the official press release, President Nixon is reported as stating that if the plans prove successful, he would ask Congress for authority to extend the program nationwide.

List of Organizations invited to participate in League Welfare Workshop on September 8:

Alliance for Labor Action	Lutheran Social Services
Amalgamated Clothing Workers of America	Methodist Womens Division
Amalgamated Meat Cutters - Butchers Workmen	National Assembly for Social Policy and Development
AFL-CIO	National Association for Community Development
American Association of University Women	NAACP
American Federation of State, County, and Municipal Employees	National Association of Counties
American Friends Service Committee	National Association of Manufacturers
American GI Forum	National Association of Social Workers
American Jewish Committee	National Conference of Catholic Charities
American Jewish Congress	National Council of Churches
American Public Welfare Association	National Council of Jewish Women
American Vocational Association	National Council of Negro Women
Americans for Democratic Action	National Council of Senior Citizens
Americans for Indian Opportunity	National Education Association
Anti-Defamation League of B'nai B'rith	National Federation of Settlements
B'nai B'rith Women	National Governors Conference
Baptist Joint Committee	National Jewish Welfare Board
Campaign for Adequate Welfare Reform	National Office for Black Catholics
Center for Community Change	National Rehabilitation Association
Center on Social Welfare Policy and Law	National Urban Coalition
Child Welfare League of America	National Urban League
Childrens Foundation	National Welfare Rights Organization
Committee for Economic Development	Unitarian Universalists Association
Common Cause	United Automobile Workers of America
Crusade Against Hunger	United Church of Christ
Day Care and Child Development Council of America	United Methodist Church
Friends Committee on National Legislation	United Presbyterian - Washington Office
Goodwill Industries of America	United Steelworkers of America
International Ladies' Garment Workers Union	U.S. Catholic Conference
Industrial Union Department - AFL-CIO	National VISTA Alliance
Health and Welfare Council	Washington Research Project
Lawyers Committee for Civil Rights under Law	Womens International League for Peace and Freedom
Leadership Conference on Civil Rights	Young Women's Christian Association
League of Cities/Conference of Mayors	Union of American Hebrew Congregations
Lutheran Council in the U.S.A.	



League of Women Voters of Lubbock

Lubbock, Texas

September 27, 1971

Senator John Tower
Senate Office Building
Washington, D.C.

Dear Senator Tower:

We wish to ask your help in getting full Presidential support for welfare reform legislation this year.

As you know, in Texas the crisis for a necessity to reduce AFDC grants is immediately before us, even as we start the fiscal year. Because of our eighty million dollar constitutional ceiling on all welfare appropriations, we are about 35 million short of what is needed for AFDC. In 1970 the Department of Health, Education, and Welfare identified Texas as the state having the largest number working poor, with 26% of our population having an income under \$3,000.

Our need for relief is obviously great, and we urge you to speak out on the Senate floor for welfare reform.

Sincerely,

Mrs. Duane P. Jordan
President

[Redacted signature]

Mrs. Lynwood Krenick
Chairman, Human Resources

[Redacted signature]



League of Women Voters of Lubbock

Lubbock, Texas

September 27, 1971

Senator Lloyd Bentsen
Senate Office Building
Washington, D.C.

Dear Senator Bentsen:

We wish to ask your help in getting full Presidential support for welfare reform legislation this year.

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Our need for relief is obviously great, and we urge you to speak out on the Senate floor for welfare reform.

Sincerely,

Mrs. Duane P. Jordan
President

[Redacted signature]

Mrs. Lynwood Krenick
Chairman, Human Resources

[Redacted signature]



League of Women Voters of Lubbock

Lubbock, Texas

September 27, 1971

Governor Preston Smith
Austin
Texas

Dear Governor Smith:

We wish to ask your help in getting full Presidential support for welfare reform legislation this year.

As you know, in Texas the crisis for a necessity to reduce AFDC grants is immediately before us, even as we start the fiscal year. Because of our eighty million dollar constitutional ceiling on all welfare appropriations, we are about 35 million short of what is needed for AFDC. In 1970 the Department of Health, Education, and Welfare identified Texas as the state having the largest number working poor, with 26% of our population having an income under \$3,000.

Our need for relief is obviously great, and we urge you to support welfare reform.

Sincerely,

Mrs. Lynwood Krenick
Chairman, Human Resources

[Redacted signature]

Mrs. Duane P. Jordan
President

[Redacted signature]

JOHN G. STENNIS, MISS., CHAIRMAN

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T. EDWARD BRASWELL, JR., CHIEF COUNSEL AND STAFF DIRECTOR

United States Senate

COMMITTEE ON ARMED SERVICES

WASHINGTON, D.C. 20510

1 October 1971

Mrs. Duane P. Jordan
[REDACTED]

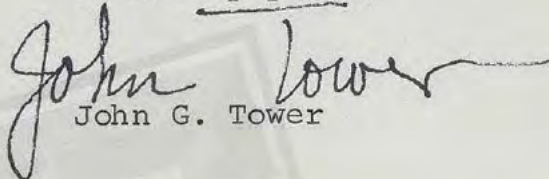
Dear Mrs. Jordan:

Thank you very much for your letter of 27 September concerning your interest in seeing welfare reform measures adopted as soon as possible.

I certainly share your concern over the gravity of the welfare situation in Texas, and do not want to see welfare reform legislation delayed. Nevertheless, I do not favor the welfare reform section of the House-passed H. R. 1. The Family Assistance Act would concentrate welfare at the national level, even though the Federal government has contributed the most to the problems we now face. For this reason, I have joined Senator Curtis of Nebraska in offering the "Revenue Sharing of Public Assistance Act" as an alternative to the Family Assistance Plan, which would allow the States to devise solutions to their own problems in this most difficult area. At the same time, it would provide funds to the States to resolve the crisis presently upon us.

I am enclosing for your information, a recent statement I made outlining the welfare program I support under S. 2037. I trust this will be of interest to you.

Sincerely yours,


John G. Tower

JT:pw
Enclosure



League of Women Voters of Lubbock

Lubbock, Texas

September 27, 1971

President Richard M. Nixon
The White House
Washington, D.C.

Dear President Nixon:

We strongly urge you to use the full powers of the Presidency to achieve Congressional reaction on welfare reform this year. The League of Women Voters feels that passage of a reform bill providing incentives to work, jobs and training, and federal income standards could go a long way toward helping the economy by putting money into the hands of people who need it desperately for necessities.

In Texas the crisis for a necessity to reduce AFDC grants is immediately before us, even as we start the fiscal year. Because of our eighty million dollar constitutional ceiling on all welfare appropriations, we are about 35 million short of what is needed for AFDC. In 1970 the Department of Health, Education, and Welfare identified Texas as the state having the largest number working poor, with 26% of our population having an income under \$3,000. We therefore feel welfare reform to be of utmost importance.

Sincerely,

Mrs. Duane P. Jordan
President
[Redacted]

Mrs. Lynwood Krenick
Chairman, Human Resources
[Redacted]

cc: Honorable George Schultz, Director
Office of Management and Budget
The White House
Washington, D.C.

Honorable John N. Mitchell, Attorney General
Department of Justice
[Redacted]

Honorable Maurice Sands, Secretary of Commerce
Department of Commerce
[Redacted]

For the information of the Press: The following is the text of Senator Tower's weekly Report to Texans:

WELFARE REFORM

One of the prime reasons that the cost of government has risen so dramatically over the past several years is the growth of public welfare programs.

It is appropriate that we should provide a minimum degree of security and a minimum standard of living for those who are unable to provide for themselves. This is a responsibility of civilized society which we stand ready to fulfill. Over the past several years, however, requirements placed upon our state governments, which have traditionally carried the major burden of responsibility in this area, have forced great increases in the costs of our welfare programs. Some of these requirements have been forced by the executive branch and some by the courts. Some have been forced by greater demands of the public. Many of the increased benefits and broader application of benefits have, in themselves, appeared laudable. But the end result has proved to be too great a financial burden upon our state governments, and most of us agree that a solution is urgently required.

I have discussed earlier my views regarding revenue sharing. This is a concept worthy of enactment by the Congress. Under this program, the federal government would share with state and local governments a portion of its revenues in order to assist them in carrying on the public services which these governments must provide. In fact, I believe that we must prepare for a solution beyond revenue sharing in which a portion of the federal tax base would be returned to taxing authorities closer to the people.

Most agree that one of the main burdens upon state governments is the welfare program. In fact, it has been proposed, as an alternative to revenue sharing, that state welfare programs simply be federalized. I am strongly opposed to this proposal. A federalized welfare program would not be an improved one. It would remain costly.

It seems to me that the cost of welfare programs can be most easily controlled by enabling the state governments to tailor their own programs to fit their own specific needs, and by enabling the state governments to embark upon programs designed to help welfare recipients move off the welfare rolls and into the dignity of self sufficiency. Unfortunately, the present situation seems to work against such efforts because too many federal guidelines and controls must be met by state governments. In most cases, guidelines established to serve some states work to the detriment of other states. It would be far better to allow each state to follow the course best suited to its own welfare situation.

For this reason, I am supporting legislation designed not to federalize the welfare system, but to return to the states the full authority required to enable them to run an efficient welfare program tailored to meet their own needs and the wishes of their own citizens.

This bill, S. 2037, has been described as a "revenue sharing bill for welfare." It would return to the states the complete administration of their own welfare programs. At the same time, it would provide federal assistance, in the form of bloc grants allocated under a formula consistent with the state's present level of federal support, its per capita income and its per capita welfare caseload.

The states would pay a fixed percentage of the cost of each and any program it establishes. In this way, a measure of guarantee would be provided that no state would ask the federal government to share in providing for a federal welfare program which its own taxpayers were not also willing to support.

(over)

The bill permits increased federal participation where local economic or migration patterns add to a state's welfare caseload. It also includes specific language designed to show Congressional intent that the states shall have the right to establish residency requirements and to make reasonable investigations as to the eligibility of applicants. This is important because additional welfare costs have been forced upon many states by Supreme Court rulings against residency requirements and certain investigatory procedures.

It is urgent that our costly and inefficient welfare system be improved. I believe improvement can best be achieved, and most effectively achieved, by returning to a state the authority it needs to provide a welfare program specifically designed to serve its own citizens.



PRESTON SMITH

GOVERNOR OF TEXAS

October 1, 1971

Mrs. Duane P. Jordan
President
League of Women Voters of Lubbock
[REDACTED]

Dear Mrs. Jordan:

Thank you very much for your letter of September 27, 1971.

As you may know, I have advocated welfare reform and have urged complete federal takeover of our welfare system. I realize of course, that there are numerous proposals pending concerning welfare reform, and I will continue to work toward effecting a beneficial change in our national welfare program in the interest of the people of the State of Texas.

Thank you very much for your interest and concern. Any time I can be of service to you, please do not hesitate to call on me.

Sincerely,

A handwritten signature in dark ink that reads "Preston Smith". The signature is fluid and cursive, with the first name "Preston" and last name "Smith" clearly distinguishable.

Preston Smith

Preston Smith
Governor of Texas

PS:plt

cc: Mrs. Lynwood Krenick
[REDACTED]



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20201

Mrs. Duane P. Jordan, President
League of Women Voters of
Lubbock
[REDACTED]

OCT 20 1971

Dear Mrs. Jordan:

President Nixon and Director Shultz have asked me to thank you for your recent letters from the Lubbock League of Women Voters urging continued support for the passage of the Welfare Reform plan.

The President's request for a one-year postponement in the implementation of the plan has been misinterpreted by some as a move to put welfare reform on the "back burner." This is definitely not the case. The President reiterated his plea for immediate enactment of H.R. 1 in his September 9 message to the Congress when he said:

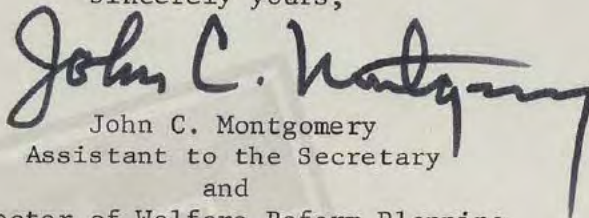
I again urge the Congress to act in this session on welfare reform, so that going on welfare will not be more profitable than going to work, so that we can bring under control a system that has become a suffocating burden on State and local taxpayers, and a massive outrage against the people it was designed to help.

Secretary Richardson has urged Congress to act as soon as possible on H.R. 1 so that the very difficult job of implementing this comprehensive reform of the Nation's welfare system can be done effectively, efficiently, and humanely.

The enclosed news release and transcript of Secretary Richardson's remarks at the Western White House should be of interest to you.

We appreciate your timely comments and support of this desperately needed legislation, and thank you for taking the time to express your views.

Sincerely yours,


John C. Montgomery
Assistant to the Secretary
and

Director of Welfare Reform Planning

Enclosures

JENNINGS RANDOLPH, W. VA., CHAIRMAN

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J. B. HUYETT, JR., ASSISTANT CHIEF CLERK
M. BARRY MEYER, COUNSEL

United States Senate

COMMITTEE ON PUBLIC WORKS

WASHINGTON, D.C. 20510

October 6, 1971

Mrs. Duane P. Jordan
[REDACTED]

Dear Mrs. Jordan:

Thank you for your recent letter concerning the welfare issue. Your comments are always welcome.

Many of the most pressing problems of this country stem from the failures of welfare. We've been creating second and third generation recipients of welfare. We've been pouring billions of dollars into programs that don't create the incentive to work. And we've been short-changing those who really need help -- the disabled -- the elderly -- the disadvantaged children. Those who can work, should work; but those who can't, should receive the help they need.

As you know, the House recently approved H.R. 1, which calls for extensive revamping of the nation's welfare system, a guaranteed annual income of \$2,400 for a poor family of four, a five-percent increase in Social Security benefits and liberalization of Medicare, Medicaid and assistance programs for the needy, aged, blind and disabled. The Senate Finance Committee is expected to begin hearings on this bill soon. I will closely follow the committee deliberations and study their report.

I strongly oppose any welfare plan which guarantees an annual income without adequate work incentives, and which fails to allocate the funds to those whose need is greatest. I am hopeful that the final measure will resolve those problems.

Sincerely,


Lloyd Bentsen

Following are remarks concerning Welfare Reform made by Secretary Richardson in a news conference held August 31 at San Clemente, California-- following a meeting with the President earlier that day.

MR. ZIEGLER: Secretary Richardson met with the President for over an hour today. As I mentioned to you yesterday, the purpose of the meeting was to talk about HEW matters in general, and I asked the Secretary to come over this morning to cover with you what he talked to the President about, and take some of the questions you may have.

SECRETARY RICHARDSON: Thank you.

We covered a number of things this morning that are of current and future concern to HEW, but the most important thing I want to stress in these opening remarks is that we discussed the need to eliminate any possible "confusion or misunderstanding with respect to the priority of the President's revenue sharing and welfare reform program.

There have been questions raised in some quarters as to the implications of the decision to seek the deferment of the effective date of these programs. As you know, in the case of revenue sharing, the President proposed that as part of his new economic policies the deferment be for one calendar quarter, or three months; in the case of welfare reform for one year. The original effective dates in H.R. 1 are for July 1, 1972 for most of the provisions and for January 1, 1973 for the extension of coverage to the working poor.

The President's initial statement did make clear that this was in recognition of the problems of implementation, lead time, required to put these programs into effect, recognizing the slippage in Congressional action during this Congress. More recently, at a meeting with the Legislative Leaders, including representatives of the Ways and Means Committee and Finance Committee, he again emphasized that the deferment was in recognition of the realities of the legislative situation.

As a matter of fact, HEW had been undertaking a very extensive review of the problems inherent in gearing up for the implementation of the welfare reform program. We had presented our assessment of this picture to the President and to OMB and White House staff shortly before the new economic policy announcement. This briefing made clear that we would, in any case, have had to ask for deferment of the effective dates of the welfare reform program, recognizing that the Congress would not, at the earliest, be likely to act on this program before the very latter part of this calendar year.

So what this means, therefore, is that the announcement of the deferment in the effective date does not in any sense represent a dilution of the President's and the Administration's commitment to these programs, revenue sharing and welfare reform. It is still urgent to get Congressional action on both programs, certainly on welfare reform in this session of the present Congress in this calendar year, and of course, it is still possible.

The President had asked the Legislative Leadership on both sides to make way for the legislation necessary to put the new economic policies into effect, tax revision and so on, and I am sure that Chairman Mills of the Ways and Means Committee will do this. The Senate, in any case, could not and would not act until after it receives a bill from the House.

The Senate Finance Committee is presently scheduled to begin hearings on the day care and child development component of welfare reform on September 11th for three days, and then proceed to public hearings on H.R. 1, the other aspect of welfare reform. This schedule can still be maintained. The President is hopeful that it will be maintained and intends to communicate his urgent concern that this be done to Chairman Long of the Senate Finance Committee.

HEW NEWS

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of the Secretary
Washington, D.C. 20201

Office of Public Affairs

WINSTON--(202) 962-2548

FOR IMMEDIATE RELEASE
Wednesday, September 1, 1971

Following his meeting with the President at San Clemente yesterday, HEW Secretary Elliot L. Richardson reiterated the Administration's commitment to prompt passage of welfare reform legislation.

"The President's action in postponing the starting date of Federal welfare operations from July 1, 1972, as stated in the bill, to July 1, 1973, has been interpreted mistakenly as a slackening of interest in passage of the bill itself," Secretary Richardson said.

"This is simply not the case. This welfare reform legislation continues as an Administration need of undiminished priority. There will be no deceleration of effort to convince Congress that immediate action on H.R. 1 is vitally in the national interest," he said.

Secretary Richardson said the President intends to communicate his unqualified support for prompt passage to Chairman Russell Long of the Senate Finance Committee.

"I intend to spend much of my time driving this point home to Members of Congress," he said.

The Secretary said that the one-year postponement was a matter of administrative necessity. In addition to the savings cited by the President in his Economic Message, it recognized that delays in the legislative process would have made it difficult to implement the program by next July.

"The Administration wants Congress to act now, this session, this calendar year," he said. "The needs of the poor, the crushing burdens on the States and cities demand it."

#

time for Action

NO. 92-I-13

October 19, 1971

TO: LOCAL AND STATE LEAGUE PRESIDENTS
FROM: LUCY WILSON BENSON, PRESIDENT
RE: URGENT ACTION TO SUPPORT
RIBICOFF WELFARE AMENDMENTS

+ + + + +
SPOTMASTER: For latest welfare news,
call after 5 P.M., Friday Nov. 5 and all
day Monday, Nov. 8. The number to call
is (202) 296-0218.
+ + + + +

THE TIME HAS COME TO PULL OUT ALL STOPS TO TRY TO GET A GOOD WELFARE BILL THROUGH THE SENATE. Senator Abraham Ribicoff (D. Conn.) plans to introduce his improved amendments to H.R. 1 on October 28. The new package is a genuine improvement over the series of tentative amendments unveiled by Senator Ribicoff on July 22. (See R/H No. 92-I-10, August 6, 1971, for summary of the July 22 amendments.) Attached is a summary of the key provisions of the October Ribicoff amendments, which could be presented in the Senate as a bill, or as a series of amendments.

WHY IS THE LEAGUE SUPPORTING THE NEW RIBICOFF AMENDMENTS? Because they are closely aligned with our position; because they constitute the only good welfare reform alternative to H.R. 1 ready to be moved in the Senate now -- and time is closing in on chances for passage; and because they have significant backing which just might make it possible to win a majority of votes. NOTE: We say might, not can or will. Predictions for consideration of any welfare bill are not too encouraging; BUT we believe they warrant our best effort to secure passage. Amendments for welfare reform could be attached to the tax package due to be reported soon by the Senate Finance Committee, or to any portion of H.R. 1 released by the Committee.

WHAT YOU NEED TO DO. There must be two main thrusts to our effort: (1) We must inform the public that Senator Ribicoff's welfare plan is the one we want. Ribicoff must be the rallying point for making H.R. 1 better and for getting Senate welfare action.

(2) Your own Senators must know that their constituency wants the Senate to stay in session until a good welfare bill is passed. The Senators should be urged to "turn on" for the Ribicoff plan by co-sponsoring the bill and getting bipartisan support from fellow Senators.

HOW ARE YOU GOING TO ACCOMPLISH THAT? You've done it before, and you know how now. In this case, however, the time squeeze is tight. All the splendid work and community education you have been doing on the need for real welfare reform should now come to fruition.

- those prominent individuals and community organization leaders who want to know what to do can simply pick up their telephones and call their U.S. Senators, urging them to get behind Ribicoff; or send telegrams.

- League Welfare flyers can be widely distributed with an insert giving Senators' names and addresses and instructions to support the Ribicoff amendments for welfare reform.

- public officials: governors, welfare directors, county officials, mayors and social service workers need to be informed and rallied. Each public office represented in that list has a stake in immediate passage of a welfare bill that is good for people and for government treasuries.

- one official League letter will not do the job this time -- not even if your Senators are on our side. We must have a deluge; telephone your membership, use radio, TV, press release (sample enclosed), letters-to-the-editor -- everything you've ever tried, and then some, to get people to contact Senators and local and state public officials.

WHO ELSE IS WORKING ALREADY TO SUPPORT THE RIBICOFF PLAN? Governor Francis Sargent (R) of Massachusetts, for one. He had a plan of his own to establish a \$3000 benefit/fifty percent work incentive welfare program, which would have bought out most costs of welfare even in the highest benefit states. He has worked closely with Senator Ribicoff to reach agreement on the plan now to be introduced. Governors Curtis (D) of Maine, Peterson (R) of New Hampshire, Davis (R) of Vermont, Licht (D) of Rhode Island, Shapp (D) of Pennsylvania, Mandel (D) of Maryland, Gilligan (D) of Ohio, McCall (R) of Oregon, and Lucey (D) of Wisconsin are reported to be already behind Ribicoff. Hopefuls include Governors Milliken (R) of Michigan, Rockefeller (R) of New York, Evans (R) of Washington, Ogilvie (R) of Illinois, Askeew (D) of Florida, and Carter (D) of Georgia. PLEASE DO NOT take any of these for granted or advertise their positions. Approach them IN PERSON and seek their support and public announcement of same.

Major labor organizations, Common Cause, several social work associations, and the National Association of County Officials are at work already to round up support and to push the Senate into action.

TIMING. You will probably not hear any big splash from Washington until October 28. Go ahead and make your own splash -- or at least lay the groundwork for your own splash on October 28. By that time, Senators Vance Hartke (D.Ind.) and Fred Harris (D. Okla.) may introduce another good welfare reform bill -- similar to Rep. Donald M. Fraser's (D.Minn.) bill in the House last spring. The League could not wait any longer to initiate membership action, and we see little realistic chance for a \$3600 to \$3900 bill, although it could have value as a bargaining point on the Senate floor. Word we have, however, is that the Hartke/Harris bill may not be introduced; that Senators Hartke and Harris may join forces with Senator Ribicoff for a united front.

WHAT IF WE WORK LIKE MAD AND NO BILL IS CONSIDERED OR PASSED? Just consider yourselves and everyone interested in welfare reform ahead of the game and ready to build for quick action early in 1972.

WHAT IF THE SENATE PASSES THE RIBICOFF AMENDMENTS OR ANOTHER WELFARE BILL? WHAT WOULD HAPPEN TO IT IN CONFERENCE? We do not know; but we do know that House Ways and Means Committee Chairman Wilbur Mills has indicated willingness to accept some changes in H.R. 1.

READ THE ATTACHED BACKGROUND SHEET FOR A SUMMARY OF THE RIBICOFF BILL - prepared by the Senator's office, with League notations about H.R. 1.

time
for
Action

SPECIAL
ACTION
MEMORANDUM

THREE-IN-ONE
BARGAIN

October 22, 1971

TO: LOCAL LEAGUE PRESIDENTS (cc to State presidents for their information)
FROM: LUCY WILSON BENSON, PRESIDENT
RE: THE ENCLOSED TIME FOR ACTION ON WELFARE

Enclosed is a welfare TIME FOR ACTION kit, including:

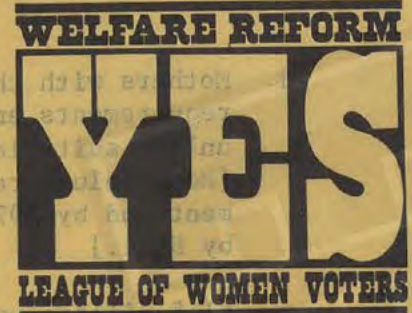
- TIME FOR ACTION NO. 92-I-13, October 19, 1971 to local and state presidents -- announcing League support for the welfare bill to be introduced by Senator Ribicoff and calling for immediate support.
- TIME FOR ACTION NO. 92-I-13 (A), October 21, 1971 to state League presidents, updating developments on welfare reform, asking them to rally co-signers for the Ribicoff bill, and reporting on Senate tactics.

The latter T/A (13A) is sent to you for your information. We do not expect local Leagues to get directly involved with seeking co-sponsors except where state Leagues call upon you for help because of your special influence on a Senator.

- Other items included are: a summary of the Ribicoff amendments with notations comparing them with HR 1; the LWVUS press release announcing our position in support of the Ribicoff plan; Mrs. Benson's letter to all Senators; Senator Ribicoff's letter to all Senators; and REPORT FROM THE HILL NO. 92-I-12

BACKGROUND for TIME FOR ACTION NO. 92-I-13
October 19, 1971

A SUMMARY OF THE WELFARE BILL:
TO BE INTRODUCED BY
SENATOR ABRAHAM RIBICOFF
with LEAGUE ANNOTATIONS ON HR 1



1. Payment Levels

- a. No beneficiary would receive less than he or she is now receiving. [No guarantee in HR 1. Present trends are for cutting benefits.]
- b. Initial payment level of \$3000 for a family of four. [HR 1 initial payment - \$2400. Family of four with no income in both cases.]
- c. Each year payment levels would increase until by 1976 no recipient would receive less than the poverty level adjusted annually for rises in the cost of living. [No poverty level increments or recognition of cost of living increases in HR 1.]

2. State Supplementation

- a. States whose welfare payment plus food stamp benefits exceed the income levels set by this bill would be required to make supplemental payments. The federal government would pay 30% of these supplemental payments. [Not required and no federal incentive in HR 1.]

3. State Fiscal Relief

- a. Over the next five years no state would have to pay more than 90%, 75%, 50%, 25% and 0% of its calendar 1971 public assistance costs. Thus by 1976, the welfare program would be fully federalized. [States would be held harmless for costs in excess of calendar year 1971 costs in HR 1.]
- b. In addition, those states which have to supplement the basic federal payment would receive a 30% matching payment from the federal government. [No matching funds to encourage state supplementation in HR 1.]

4. Improved Work Incentives

- a. The working poor would be allowed to retain \$720 plus 40% of any additional income without loss of benefits. Additionally, the Secretary would be required to carry out tests of various earnings disregards to development of an optimal work incentive. [Working poor allowed \$720 and 33 1/3% of additional income without benefit loss in HR 1.]
- b. Provision of at least 300,000 public service jobs. [200,000 such jobs in HR 1.]
- c. All job referrals would have to be at the prevailing wage rate but in no case less than the federal minimum wage. [Wage rate for referral or existing jobs at no less than 3/4ths of federal minimum; i.e., \$1.20; and federal minimum in public service jobs in HR 1.]

- d. Mothers with children under age 6 would be exempt from work registration requirements and no recipient could be required to undergo work training unless suitable day care and a job following that training was available. [No absolute requirement for adequate day care as condition of work requirement and by 1974 mothers with children aged three would be required to work by HR 1.]
- e. \$1.5 billion would be made available for day care services under the program established by HEW pursuant to law. [\$750 million authorized in HR 1.]

5. Eligibility and Administration

- a. Eligibility would include single individuals and childless couples. [Not covered by HR 1.]
- b. Eligibility based on current need. [Based on past three quarters and current quarter in HR 1.]
- c. Procedural changes to assure due process, including right to counsel, notice, hearing, written decisions, equitable income reporting. [Some very weak provisions in HR 1.]
- d. Elimination of state residency requirements. [Permitted as eligibility requirement for state supplementation in HR 1.]
- e. Equitable provisions for U.S. territorial possessions. [Very low coverage in HR 1 compared to states.]
- f. Protection of Employee Rights. [Uneven and unclear health and safety requirements in HR 1.]

6. Social Services and HEW

- a. The provisions of existing law regarding social services authorization would be restored, eliminating HR 1's ceiling on these services. [HR 1 provides budgetary limitations on some services now matched on open-ended basis.]
- b. The Department of Labor would be required to utilize HEW-supported programs in providing necessary services. [Dept. of Labor not absolutely required to do so in HR 1. Could contract other services easily.]

N.B. This memo is a skeleton outline of the welfare bill. For more details see July 22 floor speech. All child care corporation provisions have been eliminated.

[NOTE. We have not seen all the final language of Ribicoff's bill, but have seen the July 22 and subsequent proposed language.]

SPECIAL SUPPLEMENT
AND
LATEST WORD

time for Action

TWO-FOR-ONE
BARGAIN

No. 92-I-13 (A)

October 21, 1971

TO: STATE LEAGUE PRESIDENTS
FROM: LUCY WILSON BENSON, PRESIDENT
RE: URGENT CHANGES IN WELFARE DEVELOPMENTS IN
SENATE, TIME FOR ACTION AND SENATE STRATEGY
(See enclosed T/A which this T/A supplement updates.)

SPOTMASTER: LAST MINUTE INFORMATION WILL BE AVAILABLE EVERY WEEKEND IN
NOVEMBER ON THE SPOTMASTER, BEGINNING NOV. 5. THE NUMBER TO CALL IS 296-0218
FROM 5 p.m. EACH FRIDAY THROUGH MONDAY. IF NOTHING OF MAJOR IMPORTANCE HAS
HAPPENED, YOUR CALL WILL NOT BE ANSWERED.

THE TIME TO ACT IS NOW. October 26 is the deadline for getting cosigners for
welfare amendments offered by Senator Ribicoff (D. Conn.) and co-sponsored by
Senators Edward Kennedy (D. Mass.), Vance Hartke (D. Ind.), Edward Brooke (R. Mass.),
Jacob Javits (R. N.Y.), and Robert T. Stafford (R., Prouty's replacement from Ver-
mont). The amendments have been developed in close consultation with many other
Senators and groups including the LWVUS, labor and representatives of religious and
other organizations.

-- Call your two Senators and urge them to become co-sponsors. Since October 25 is
a holiday, try to reach them at home first. Make every effort to speak to them per-
sonally. You may know from your own experience which Senators would not even consi-
der co-sponsorship.* Tell them why we support these amendments.

-- Call anyone you think might have special influence with the Senators and ask them
to call them too.

-- If you get agreement to co-sponsor, or a hot prospect, call Senator Ribicoff's
office and let the welfare staff expert, Jeff Peterson, know (tel. 202-225-2823).
If you get no response there, call me or Betty Vinson in the national League office
on Tuesday, October 26.

RAPID-FIRE CHANGES: Yesterday, Senate majority leader Mike Mansfield announced on
the Senate floor that the Democratic Policy Committee had reached agreement that the
Senate would delay consideration of welfare reform until early next year, WITH THE
UNDERSTANDING that the Senate Finance Committee (Russell B. Long, Chairman) would
release its version of welfare reform legislation prior to adjournment this year so
that it would be ready for early consideration in 1972.

*To co-sponsor a bill in the Senate, one simply signs the bill to be introduced by a
fellow Senator. It is standard procedure for Senators to co-sponsor on the basis of
a summary of the bill without waiting to see final language. The same procedure
applies to support by interested organizations. This is necessary because amendments
and final wording of a non-committee bill in the Senate may not become available un-
til almost the last minute. We had hoped that the proposed Hartke/Harris bill would
be ready in time for the TIME FOR ACTION, but it was not. Now Senator Hartke has
decided to co-sponsor the Ribicoff amendments, and Senator Harris is reported to be
seeking support for his bill which is not yet available even in outline.

Today, Senator Long says he has no such understanding; that he "was not aware" of any such commitment; that it would be necessary to hold several weeks of hearings on welfare reform and that it would be at least February or March before the Committee could report welfare legislation. This statement, however, does not mean that Senator Long has made definite commitment to hold hearings.

SENATE WELFARE STRATEGY NOW: Rapid-fire changes in strategy and about-faces in position are the day-to-day components of political action in welfare reform. The League is working with Senate leadership on a highly controversial issue in a period of pre-presidential candidate jockeying. We must accept the challenge and be highly flexible in our own strategy, while being firm in commitment to what the LWV wants. Twice, since we produced the TIME FOR ACTION dated October 19, the complex and fast-moving political developments in welfare legislation have flip-flopped.

ABOUT-FACES: On the basis of the "understanding" that Senator Long would release welfare legislation of some sort this year, Senator Ribicoff had reported he would not try to attach his welfare amendments to the Administration's tax and economy package legislation to be reported by the Finance Committee in early November, but would wait and seek to amend the Finance Committee bill by having his amendments added on the Senate floor.

TODAY, Senator Ribicoff is reported to be considering a return to his proposed strategy of trying to attach his welfare amendments to the tax package in Senate floor action. EITHER AVENUE IS OPEN TO SENATOR RIBICOFF (OR TO ANY OTHER SENATOR) AND IS STANDARD OPERATING PROCEDURE. If a Committee refuses to report a bill, or unreasonably delays reporting, anyone may try to attach his bill to another bill reported by that same Committee. Senators Curtis, Hartke, Harris, McGovern and Ribicoff (among others) have stated that welfare reform legislation is a must for this year. All but Hartke have legislation prepared or in preparation. All, or any one of them could try the "attachment" strategy.

EVERYONE KNOWS THE FINANCE COMMITTEE WILL DEFINITELY REPORT A TAX PACKAGE. THAT PACKAGE IS THE VULNERABLE VEHICLE IMMEDIATELY AVAILABLE FOR WELFARE LEGISLATION. The Administration does not want its tax bill "messed up" with any amendments, and Senators would prefer not to go that route unless it is the only avenue open.

HINTS ON USING THIS WELFARE T/A KIT:

1. Read the T/A dated October 19 (enclosed).
2. Read the press release.
3. Read the "Welfare Reform Yes" sheet so you will know what Ribicoff proposes.
4. Keep in mind that the principal purpose of this TIME FOR ACTION and this supplement to it is to urge you to play a key role in securing co-sponsorship of Senator Ribicoff's welfare amendments. Senator Ribicoff still plans to hold a press conference on October 28 to announce his bill. IF YOU DO NOT GET YOUR SENATOR BY OCTOBER 26, KEEP TRYING. HE COULD POSSIBLY ADD HIS NAME AT THE LAST MINUTE, FOR ANNOUNCEMENT AT THE PRESS CONFERENCE.
5. Be sure to congratulate the co-sponsors already listed.
6. Let those you think will not co-sponsor know the LWV position anyway and ask for their vote in the Senate. From all we can find out, it appears unlikely that the following Senators would be willing to co-sponsor the Ribicoff amendments. We leave it to your judgment, therefore, as to whether or not you will wish to mention co-sponsorship to them. We still need their understanding of LWV position and their help in the long-range welfare campaign.

CO-SPONSORS TO CONGRATULATE:

Edward M. Kennedy, D. Mass.
Vance Hartke, D. Ind.
Edward W. Brooke, R. Mass.
Jacob K. Javits, R. N.Y.
Robert T. Stafford, R. Vt.

SENATORS WHO MAY NOT CO-SPONSOR. USE YOUR JUDGMENT RE CONTACTING NOW.

John Sparkman, D. Ala.
James B. Allen, D. Ala.
Paul J. Fannin, R. Ariz.
Barry Goldwater, R. Ariz.
John L. McClellan, D. Ark.
J. W. Fulbright, D. Ark.
Gordon Allott, R. Colo.
Peter H. Dominick, R. Colo.
Lowell P. Weicker, R. Conn.
William V. Roth, Jr., R. Del.
Edward J. Gurney, R. Fla.
Herman E. Talmadge, D. Ga.
David H. Gambrell, D. Ga.
Len B. Jordan, R. Idaho
Bob Dole, R. Kansas
Allen J. Ellender, D. La.
Russell B. Long, D. La.
James O. Eastland, D. Miss.
John C. Stennis, D. Miss.

Roman L. Hruska, R. Neb.
Carl T. Curtis, R. Neb.
Alan Bible, D. Nev.
Howard W. Cannon, D. Nev.
James L. Buckley, C. N.Y.
Sam J. Ervin, Jr., D. N.C.
B. Everett Jordan, D. N.C.
Milton R. Young, R. N.D.
Strom Thurmond, R. S.C.
Karl E. Mundt, R. S.D.
Howard H. Baker, Jr., R. Tenn.
Bill Brock, R. Tenn.
John G. Tower, T. Texas
Lloyd M. Bentsen, D. Texas
Wallace F. Bennett, R. Utah
Harry Flood Byrd, Jr., I. Va.
William B. Spong, Jr., D. Va.
Robert C. Byrd, D. West Va.
Clifford P. Hansen, R. Wy.

ENCLOSURES IN THE TIME FOR ACTION KIT:

1. TIME FOR ACTION NO. 92-I-13 (this supplement is No. 92-I-13 (A))
2. Summary of Ribicoff amendments with notation comparisons to HR 1 (stapled to T/A 92-I-13)
3. LWVUS press release re. our position on RIBICOFF amendments.
4. Mrs. Benson's letter to all Senators re. our support of Ribicoff amendments
5. Senator Ribicoff's letter to all Senators
6. REPORT FROM THE HILL NO. 92-I-12



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20201

Mrs. Duane P. Jordan, President and
Mrs. Lynwood Krenick, Chairman
League of Women Voters of Lubbock
[REDACTED]

NOV 16 1974

Dear Mrs. Jordan and Mrs. Krenick:

President Nixon has asked me to thank you for your recent letter from the Lubbock League of Women Voters urging continued support for the passage of the Welfare Reform plan.

The President's request for a one-year postponement in the implementation of the plan has been misinterpreted by some as a move to put welfare reform on the "back burner." This is definitely not the case. The President reiterated his plea for immediate enactment of H.R. 1 in his September 9 message to the Congress when he said:

I again urge the Congress to act in this session on welfare reform, so that going on welfare will not be more profitable than going to work, so that we can bring under control a system that has become a suffocating burden on State and local taxpayers, and a massive outrage against the people it was designed to help.

Secretary Richardson has urged Congress to act as soon as possible on H.R. 1 so that the very difficult job of implementing this comprehensive reform of the Nation's welfare system can be done effectively, efficiently, and humanely.

The enclosed news release and transcript of Secretary Richardson's remarks at the Western White House should be of interest to you.

We appreciate your timely comments and support of this desperately needed legislation, and thank you for taking the time to express your views.

Sincerely yours,

John C. Montgomery
Assistant to the Secretary
and
Director of Welfare Reform Planning

Enclosures

HEW NEWS

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of the Secretary
Washington, D.C. 20201

Office of Public Affairs

WINSTON--

FOR IMMEDIATE RELEASE
Wednesday, September 1, 1971

Following his meeting with the President at San Clemente yesterday, HEW Secretary Elliot L. Richardson reiterated the Administration's commitment to prompt passage of welfare reform legislation.

"The President's action in postponing the starting date of Federal welfare operations from July 1, 1972, as stated in the bill, to July 1, 1973, has been interpreted mistakenly as a slackening of interest in passage of the bill itself," Secretary Richardson said.

"This is simply not the case. This welfare reform legislation continues as an Administration need of undiminished priority. There will be no deceleration of effort to convince Congress that immediate action on H.R. 1 is vitally in the national interest," he said.

Secretary Richardson said the President intends to communicate his unqualified support for prompt passage to Chairman Russell Long of the Senate Finance Committee.

"I intend to spend much of my time driving this point home to Members of Congress," he said.

The Secretary said that the one-year postponement was a matter of administrative necessity. In addition to the savings cited by the President in his Economic Message, it recognized that delays in the legislative process would have made it difficult to implement the program by next July.

"The Administration wants Congress to act now, this session, this calendar year," he said. "The needs of the poor, the crushing burdens on the States and cities demand it."

Following are remarks concerning Welfare Reform made by Secretary Richardson in a news conference held August 31 at San Clemente, California-- following a meeting with the President earlier that day.

MR. ZIEGLER: Secretary Richardson met with the President for over an hour today. As I mentioned to you yesterday, the purpose of the meeting was to talk about HEW matters in general, and I asked the Secretary to come over this morning to cover with you what he talked to the President about, and take some of the questions you may have.

SECRETARY RICHARDSON: Thank you.

We covered a number of things this morning that are of current and future concern to HEW, but the most important thing I want to stress in these opening remarks is that we discussed the need to eliminate any possible confusion or misunderstanding with respect to the priority of the President's revenue sharing and welfare reform program.

There have been questions raised in some quarters as to the implications of the decision to seek the deferment of the effective date of these programs. As you know, in the case of revenue sharing, the President proposed that as part of his new economic policies the deferment be for one calendar quarter, or three months; in the case of welfare reform for one year. The original effective dates in H.R. 1 are for July 1, 1972 for most of the provisions and for January 1, 1973 for the extension of coverage to the working poor.

The President's initial statement did make clear that this was in recognition of the problems of implementation, lead time, required to put these programs into effect, recognizing the slippage in Congressional action during this Congress. More recently, at a meeting with the Legislative Leaders, including representatives of the Ways and Means Committee and Finance Committee, he again emphasized that the deferment was in recognition of the realities of the legislative situation.

As a matter of fact, HEW had been undertaking a very extensive review of the problems inherent in gearing up for the implementation of the welfare reform program. We had presented our assessment of this picture to the President and to OMB and White House staff shortly before the new economic policy announcement. This briefing made clear that we would, in any case, have had to ask for deferment of the effective dates of the welfare reform program, recognizing that the Congress would not, at the earliest, be likely to act on this program before the very latter part of this calendar year.

So what this means, therefore, is that the announcement of the deferment in the effective date does not in any sense represent a dilution of the President's and the Administration's commitment to these programs, revenue sharing and welfare reform. It is still urgent to get Congressional action on both programs, certainly on welfare reform in this session of the present Congress in this calendar year, and of course, it is still possible.

The President had asked the Legislative Leadership on both sides to make way for the legislation necessary to put the new economic policies into effect, tax revision and so on, and I am sure that Chairman Mills of the Ways and Means Committee will do this. The Senate, in any case, could not and would not act until after it receives a bill from the House.

The Senate Finance Committee is presently scheduled to begin hearings on the day care and child development component of welfare reform on September 14th for three days, and then proceed to public hearings on H.R. 1, the other aspect of welfare reform. This schedule can still be maintained. The President is hopeful that it will be maintained and intends to communicate his urgent concern that this be done to Chairman Long of the Senate Finance Committee.

JENNINGS RANDOLPH, W. VA., CHAIRMAN

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BAILEY GUARD, MINORITY CLERK

United States Senate

COMMITTEE ON PUBLIC WORKS

WASHINGTON, D.C. 20510

December 1, 1971

Mrs. Duane P. Jordan, President
Lubbock League of Women Voters
[REDACTED]

Dear Mrs. Jordan:

Thank you for your recent letter regarding Senator Ribicoff's Welfare Bill. Your comments and suggestions on this matter are most welcome.

As you know, Senate hearings on the Senate equivalent of H. R. 1 will resume in late winter or early spring. It is my hope that we can pass an effective welfare reform measure early next year - one which avoids the abuses of the present system, has adequate work incentives, and ends the dreary cycle of frustration and failure that characterizes our present system.

The Ribicoff proposals will undoubtedly be offered as amendments on the Senate floor if they are not adopted in Committee. The final bill is likely to include some, but not all, of them. I do not believe that any bill offered thus far, including the Ribicoff Bill, will be accepted without substantial alterations.

I intend to study the Ribicoff proposals and any others that may be offered in debate to determine whether they provide fair and effective welfare reform.

Sincerely,


Lloyd Bentsen

time for Action

No. 92-I-16

November 18, 1971

TO: LOCAL AND STATE LEAGUE PRESIDENTS
FROM: MRS. BRUCE B. BENSON, PRESIDENT
RE: URGENT AND IMMEDIATE ACTION TO SAVE OEO/CHILD CARE/LEGAL SERVICES LEGISLATION.
NOTE: COMPREHENSIVE CHILD CARE PROVISIONS IN THE OEO BILL (S 2007) ARE ESSENTIAL TO
WELFARE REFORM

TIMING: Senate: Wires must get to Senators by November 30 - the date of voting on OEO
House: Wires must get to Representatives prior to noon on December 2 - the
time scheduled for an "up-or-down" vote on the Conference Report. No amendments to be
permitted.

WHAT NEEDS TO BE DONE:

Local Leagues: immediate and direct contact with House members is essential. If
you can catch your Representative at home during the holiday, so much the better. If
not, be sure to wire him (or her) at the Capitol.

State Leagues: wire your two Senators and all Representatives who have no League
in their districts.

Local and State Leagues: if you have time, rally other organizations -- especial-
ly pediatricians (American Academy of Pediatrics) and NOW (Nat'l. Organization for
Women).

POINTS TO MAKE IN YOUR MESSAGES: 1. Urge your Senator and Rep. to be present for the
vote. Attendance tends to be slack after a holiday. 2. Urge a "YES" vote for the
Conference Committee Report on S 2007, the OEO/Child Care authorization bill. 3. If
you have space and time, let them know we do support the child care financing compro-
mise worked out by the Conference Committee, and the compromises on the Legal Services
Corporation.

REASON FOR THIS TIME FOR ACTION: First, child care provisions are essential to welfare
reform. Second, the Administration has decided to go all out in the House to defeat
the bill. Principally, it does not like the fact that local governments and communities
can be prime sponsors for day care programs. President Nixon prefers state control and
little or no parental participation. The Conference Committee met Administration terms
in reducing free child care to families with incomes of \$4320 or less; it set up scaled
charges for those with incomes between \$4320 and \$6960, with HEW to set fees beyond
that income level.

No real trouble is expected in the Senate, but a heavy favorable vote there can
influence the House. The House vote is expected to be close. Take no vote for grant-
ed. This near adjournment, House members are inclined not to be present EXCEPT when
requested especially to do so. We count upon you for that pressure.

WHAT'S IN THE BILL: See your REPORT FROM THE HILL: No. 92-I-10, Aug. 6, 1971 and
No. 92-I-12, Oct. 19, 1971. State presidents see also the SPECIAL TIME FOR ACTION
of July 28. The Conference agreement would extend OEO for two years, with a \$2 billion
authorization for combined OEO/Comprehensive Child Care programs.

TIME FOR ACTION



LEAGUE ACTION SERVICE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

1730 M STREET, N.W.
WASHINGTON, D. C. 20036

25 CENTS A COPY

No. 92-I-2

February 8, 1971

TO: State and Local Leagues
FROM: Mrs. Bruce B. Benson
RE: Welfare Reform

Call SPOTMASTER: 202-296-0218, from noon, Feb. 12
until 3 PM Feb. 15 for latest on Welfare Reform

PURPOSE: to begin to implement the new League consensus to secure meaningful welfare reform. There is no commitment at this point to support or oppose HR 1, the Social Security - welfare reform bill now pending before the House Ways and Means Committee. Our purpose is to seek liberalization of the bill in Committee, to conform with LWV position. Decision to support or oppose will be considered after we see the Committee's report. (See Statement of Position in Advance Board Report of February 3 and enclosed information - "BACKGROUND: WELFARE REFORM 1971".)

TIMING: The House Ways and Means Committee has already started meeting in executive (closed) sessions to work on a welfare reform bill, with no public hearings contemplated this year in the House. The Committee's bill may get to the floor in March, or after Congress returns from the April 10-16 Easter recess. Senate will probably not take up the bill until House completes action.

BACKGROUND: HR 1, introduced by Chairman Wilbur Mills (D - Ark.) and Ranking Minority Member John W. Byrnes (R - Wisc.) of the House Ways and Means Committee, is the only welfare measure the Committee plans to consider. HR 1 is a combination bill: Social Security (OASDI) and welfare reform with a family assistance plan included as an amendment to Title IV of the Social Security Act, by adding a new section - "Part D".

OASDI provisions are the same as those passed by the House last year in HR 17550 EXCEPT that a 10 percent increase in Social Security benefits is provided. (The League has no position on OASDI.) The welfare reform provisions are essentially the same as in HR 16311 -- the Family Assistance Act of 1970, reported by Ways and Means last year and passed with a few changes by the House. (See R/H 91-II-13, of July 9, 1970 and CURRENT REVIEW, Human Resources, No.9, August, 1970.)

The Administration this year prefers to label as "Welfare Reform Act of 1971" the bill which it proposed last year as "The Family Assistance Act of 1970". Another Administration departure from last year's procedures is that there is at this point no "Administration bill". The Administration is working instead in closed session with the House Ways and Means Committee to get across its point of view.

WHAT THE NATIONAL OFFICE HAS DONE: We have written to Ways and Means members, providing them a copy of the Statement of Position and elaborating on some aspects of the position and will seek appointments with Congressmen Mills and Byrnes as soon as possible. The

March-April National VOTER will contain an article on the new position for all members. We are meeting with other groups interested in welfare reform and shall let you have key names right away in a Committee Guide.

WHAT YOU CAN DO: The House Ways and Means Committee is our immediate action target. Now is the time to secure whatever changes the League wishes in the bill; but we should realize that we may not know what the Committee is doing in the interim until it reports the measure. **THAT'S WHY WE WANT TO GET IN SOME LICKS NOW.**

1) Write to Chairman Mills and Ranking Minority Member Byrnes now - no matter where you live. Let them know what conditions are in your area that lead you to think the League consensus provides valuable guidelines for genuine reform. (They already have copies of the position.)

2) Contact your own House members - on or off the Committee. Send them a copy of the new Statement of Position and any explanation you wish. Make every effort to tie your statement in with local conditions. Congress will be in recess February 10 - 17 so you may wish to catch some Congressmen at home.

3) Gear your letters to special knowledge of the Congressmen based on recent campaigns and LWV interviews. Try to get back from your Congressmen comments on the LWV position and on what they foresee as the greatest obstacles in Congress to achieving genuine reform.

4) Contact individuals and groups in your state and community to have them send in statements which are in line with LWV thinking.

EXCERPTS FROM LEAGUE LETTER TO W & M COMMITTEE: Because the present official poverty level for an urban family of four provides for a bare minimum subsistence living level, *...benefits at less than the official poverty level would fall short of our criteria.* LWV position as it relates to work: *Most people now on welfare are not able to work; but as the system is enlarged to encompass the "working poor" we fully support the concept of financial incentives for work and believe that assistance beneficiaries will be encouraged to work if they have good financial incentives, proper counseling, and realistic job training for actual jobs. We do not support work requirements as a means of connecting people with jobs and we are most hesitant about the concept of work registration requirements because of the possibilities that such requirements, inadequately protected by legislative language and inadequately monitored, in practice could be indistinguishable from a work requirement per se.*

If the Committee proposes to include a work registration requirement, we urge that it provide careful safeguards to avoid the possibility of punitive application. In any work registration requirement, adequate safeguards should be included to avoid giving unrestricted authority to local officials to make judgments about registrants' eligibility for assistance payments. Furthermore, adequate restrictions should be provided so that job registrars or counselors will take into account applicants' health, age, and family responsibilities, job suitability and accessibility.

MEMBERS OF THE HOUSE WAYS AND MEANS COMMITTEE: (* = New Committee Members)

Democrats: Wilbur D. Mills, 2nd Ark., Chairman; John C. Watts, 6th Ky.; Al Ullman, 2nd Ore.; James A. Burke, 11th Mass.; Martha W. Griffiths, 17th Mich.; Dan Rostenkowski, 8th Ill.; Phil M. Landrum, 9th Ga.; Charles A. Vanik, 22nd Ohio; Richard H. Fulton, 5th Tenn.; Omar Burleson, 17th Tex.; James C. Corman, 22nd Calif.; William J. Green, 5th Pa.; Sam M. Gibbons, 6th Fla.; *Hugh L. Carey, 15th N.Y.; *Joe D. Waggoner, Jr., 4th La.

Republicans: John W. Byrnes, 8th Wisc.; Jackson E. Betts, 8th Ohio; Herman T. Schneebeli, 17th Pa.; Harold R. Collier, 10th Ill.; Joel T. Broyhill, 10th Va.; Barber B. Conable, Jr., 37th N.Y.; Charles E. Chamberlain, 6th Mich.; Jerry L. Pettis, 33rd Calif.; *John J. Duncan, 2nd Tenn.; *Donald G. Brotzman, 2nd Colo.

LEAGUE OF WOMEN VOTERS OF THE U.S.
1730 M Street, N.W.
Washington, D.C. 20036

February 8, 1971

BACKGROUND: WELFARE REFORM 1971
(HR 1 and League Positions on its Key Provisions)

CURRENT STATUS: The only welfare reform legislation now under consideration is HR 1, entitled the Social Security Amendments Act of 1971, - now pending before the House Ways and Means Committee in executive session. In addition to regular Social Security amendments, HR 1 provides for a new section in the AFDC Title (IV) of the Social Security Act - "Part D". The new section contains the Family Assistance Plan as recommended in HR 16311 by the Ways and Means Committee in 1970. There is not to be an Administration bill. Secretary of HEW Elliot Richardson presented Administration recommendations on welfare reform, Social Security, Medicare and Medicaid to the Committee in closed session February 2. The Committee plans no public hearings and wants to report the bill out as early as possible. Because Ways and Means bills usually go to the floor under a closed (no amendment) Rule, now is the best time to work for change in the House bill, - while it is in Committee.

WHAT THE LEAGUE WANTS: This background information contains a summary of key HR 1 provisions as they relate to LWV positions, a notation of recommendations made to the Ways and Means Committee on February 2 by HEW Secretary Elliot Richardson for the Administration; and a statement of League position on each point. Administration proposals will be noted only when different from HR 1. (See R/H 91-III-13 of July 9, 1970 and CURRENT REVIEW, Human Resources No. 9, August 1970 for more detail.)

1. Coverage of basic annual federal family assistance payment.

HR 1 - Covers all low income families whose income is less than \$500 per year for the first two members and \$300 per year for each additional member, and whose resources, with certain exceptions are less than \$1500 annually. Working poor are included. (Family is defined as two or more persons related by blood, marriage or adoption, living together, one of whom is an unmarried, dependent child.)

LEAGUE - Wants coverage extended to all low income people, based on need. Agrees working poor should be included.

2. Dollar amount of the basic federal family assistance (FAP) cash payment.

HR 1 - Example: a family of four with income of less than \$720 annually would receive a federal cash payment of \$1600. Each dollar earned in excess of \$720 would result in a FAP reduction of 50 cents, with each dollar of certain unearned income resulting in a \$1.00 reduction. As income rises, FAP assistance declines until it reaches zero when a family of four reaches an income level of \$3,920. (\$1600 is set as maximum FAP payment.) Assisted families will still be eligible for food stamps.

LEAGUE - Benefit levels should be sufficient to provide decent, adequate standards for food, clothing and shelter. The \$1600 income floor is considerably below that standard. The current official poverty level (\$3743 for non-farm families of four, \$3195 for a farm family) barely meets these standards in emergency periods and falls short of them for long periods. Even with food stamp and medical allowances, income of non-working families relying solely on the basic FAP payment, would not come up to the poverty level.

3. State supplementation of federal family assistance.

HR 1 - Requires states to supplement FAP federal payments for families with no income to bring benefits up to the level they had been in the state under the AFDC program, on October 1970, or up to the poverty level if that is lower. (Applies to 42 states having AFDC programs for female-headed families and would continue for two years in 23 states having AFDC - Unemployed Fathers programs.

LEAGUE - *This system would continue the present inequities in assistance levels between states. We support a system in which the federal government bears a major responsibility for providing income assistance to meet basic needs, with standards adjusted for regional differences. Until such a federal assistance level is reached, some state supplementation will be necessary.*

4. Work registration requirements.

HR 1 - With certain exceptions, every individual who is a member of a family eligible for family assistance benefits must register for manpower services, training and employment with the local public employment office. Examples of exceptions: those unable to engage in work or training because of illness, incapacity or advanced age; children under 16 and those whose presence is required in the home because of illness or incapacity of another family member. Failure to register results in a penalty: no family assistance payment for that unregistered family member.

ADMINISTRATION - Would impose an additional penalty for registration failure: a cut-back in state supplementation.

LEAGUE - *Recognizes value of registration as means of referral for training and employment, but opposes any registration requirement which can be used punitively to keep needy people from receiving assistance during training or until they are employed, or to demean individual dignity. If registration is a "must" price to be paid for bill passage, the League wants legal protections and monitoring systems, including separating administration of assistance payments and registration requirements.*

5. Job training and employment requirements.

HR 1 - Each registered individual must take vocational rehabilitation training, job training or "suitable" employment within a reasonable time, or suffer loss of his share of benefits. "Suitability" criteria include health and safety, physical fitness for job, training, experience, distance to job, etc. Unsuitable employment: vacancies due to strikes, lockouts, etc.; wages, hours, etc. lower than federal, state or local law permits or lower than prevailing area pay; union membership as an employment requirement.

ADMINISTRATION - Wants same penalties for failure to accept job as for failure to register; wants wage minimum set at \$1.20 per hour, which in combination with family assistance payments would bring income up to or past the \$1.60 current minimum wage.

LEAGUE - *Prefers that the link between job programs and assistance should be positive: counseling, realistic training for actual jobs, financial incentives, - such as right to keep larger portion of earned income without penalty. Tough job requirements without increased job opportunities (including public service jobs) and improved training programs can lead to "forced labor" in dead-end jobs, lacking incentive or opportunity for advancement out of poverty.*

February 23, 1971

The Honorable George Mahon
House Office Building
Washington, D.C. 20515

Dear Mr. Mahon:

The Lubbock League of Women Voters wishes to encourage you to vote for HR 1 (Social Security - Welfare Reform Bill). We believe that the federal government bears a major responsibility for providing income assistance to meet the basic needs of all persons in the United States who are unable to work, whose earnings are inadequate or for whom jobs are not available. We will support efforts to reform the welfare system.

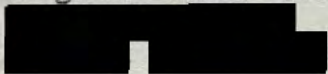
In our own area over 10,000 families (according to a study we made in 1970) subsist on annual incomes of \$3,000 or less. With so much underemployment, income assistance with work incentive is desirable. We do not, however, support a mandatory work requirement.

Recent federal legislation liberalizing eligibility requirements of welfare recipients has caused a crisis. The State of Texas is rapidly approaching the \$80 million ceiling set in our state constitution for welfare payments. We are now facing a choice of not meeting our requirements or borrowing from other funds, pending the outcome of an amendment election in the spring. This too points up the urgent need for welfare reform.

We invite your comments on our position and again we urge you to vote for HR 1.

Sincerely,

Mrs. L.A. Kreneck, chairman
Human Resources committee
League of Women Voters of Lubbock

Mrs. Duane P. Jordan
President
League of Women Voters of Lubbock


similar letter sent to Mr. John W. Byrnes and Mr. Wilbur Mills

Congress of the United States
House of Representatives
Washington, D.C. 20515

March 5, 1971

Mrs. Duane P. Jordan, President
League of Women Voters of Lubbock
[REDACTED]

Dear Mrs. Jordan:

I appreciate having your helpful letter in regard to welfare legislation. As you know, last year the House of Representatives passed a major welfare bill--the so-called Family Assistance Act of 1970--but the measure did not achieve committee approval in the Senate. Consequently, this whole matter will receive further attention during this Congress.

The House Ways and Means Committee, headed by Congressman Wilbur Mills of Arkansas, has begun hearings on welfare legislation. No doubt you have been aware of this through reports of the news media. In recent weeks, I have talked at length with Chairman Mills, officials of the State of Texas, and others in regard to welfare legislation.

As you know, there are many complexities, and it is difficult to determine what is the right course to follow. It will be some time before we know what form a new welfare program might take. I do want you to know, however, that I appreciate having your views, and you may be sure that this whole matter will have my close personal attention here.

Let me hear from you from time to time. Best wishes to all.

Cordially,

George Mahon
George Mahon

P. S. I am sending a similar letter to Mrs. Kreneck.

Carolyn

Dear Pastor:

The Ecumenical Council of Social Concerns is interested in the Constitutional Amendment #3, removing the limitation on state appropriations for assistance grants to the aged, blind, disabled and setting a ceiling for assistance to dependent children and caretakers of such children.

Any information that you can share with your parishoners through sermon, newsletter or church bulletin will be appreciated.

Those AGAINST the amendment say:

People on welfare in Texas can live comfortably, and welfare mothers are getting rich from having illegitimate children

There are too many able-bodied people of welfare.

all

A ceiling on welfare spending would keep welfare ~~spending~~ costs from rising

Welfare reform is needed; this amendment will help perpetuate the old system.

The election date is May 18th. We appreciate your cooperation in this endeavor.

THOSE FOR the amendment say:

Monthly payments in Jan. 1971 of recipients in each category:
Old Age Asst. \$ 62.58
Needy blind 79.38
Disabled 67.15
AFDC families 117.82
" per recipient 29.06
(Aid to dependent children is at a level 3/4 of estimated need)

Of the people receiving welfare:
1% are Needy Blind
4% are Needy Disabled
39% are Needy Elderly
14% are mothers or caretakers of Needy Children
42% are Needy Children.

The inflexible ceiling placed in the Constitution has caused crisis situations the past few years.

of
Adequate support to the needy of Texas must be maintained until ~~the~~ the welfare system is changed.

Sincerely yours,

Daniel G. Higgins, Pres.
Ecumenical Council of Social Concerns



memorandum

This is going on DPM
Feb. 15, 1978

TO: State League Presidents; State HR Chairmen; Local Leagues

FROM: Ruth Clusen, President; Ruth Hinerfeld, Action Chairman; Regina O'Leary, Income Assistance Chairman.

RE: Status of Welfare Reform Legislation in the U.S. Congress, February 1978.

This memo is to be used as background for the accompanying ACTION ALERT. The purpose of this memo is to update coverage of welfare reform legislation since the January 1978 R/H. It also provides more in-depth explanation than the physical limitations of R/H allow.

In this memo you will find:

- 1) a summary and League position on HR 9030 as reported by the Special House Subcommittee on Welfare Reform;
- 2) a summary and League position on Rep. Al Ullman's welfare reform bill introduced in early February; and,
- 3) a summary of League-opposed amendments in the Senate Finance Committee's welfare bill, HR 7200.

League of Women Voters of the United States
1730 M Street, N.W.
Washington, D.C. 20036
February 1978

Special Subcommittee Action on HR 9030 Welfare Reform

On February 8 the Special House Subcommittee on Welfare Reform, chaired by Rep. James Corman (D CA) finished all action on HR 9030. By a vote of 23-6 the Subcommittee reported the bill as amended to the three standing committees in the House.

As reported by the Subcommittee, HR 9030, would:

- * Provide universal cash coverage (intact families, singles, childless couples in addition to those currently covered by welfare programs).
- * Establish the "family" (or modified "nuclear family") as the basic filing unit in the consolidated cash program; allowing the aged, blind, and disabled to file separately.
- * Provide a consolidated cash program with uniform eligibility standards. Benefit levels are those as introduced:

	(annual)
Aged, Blind Disabled Individual-----	\$2,500
Aged, Blind, Disabled Couple-----	\$3,750
Single-Parent Family of Four with Child Under 14-----	\$4,200
Single-Parent Family of Four with No Child under 14, and -----	\$2,300
Two Parent Families of Four-----	\$4,200
	No Job Available
Single Individual-----	\$1,100
Childless Couple-----	\$2,200

Benefits are adjusted according to family size and are reduced at varying rates as income rises.

- * Under the discretion of the Secretary of Labor, waive the "lower tier" benefit requirements for the 8 week jobs search period. This was added so that in those areas where unemployment is so high as to make it virtually impossible for a job to be found or created within 8 weeks, the recipient would not be "penalized" with the lower benefits for circumstances beyond his or her control.
- * Provide fiscal relief to states at slightly higher levels than the bill as introduced -- particularly for those states which now supplement above the official poverty line.

* Provide a work requirement such that one adult (the principal wage-earner) in a two-parent family or the head-of-household in a single parent family (with all children 7 or older) report for job placement or training under CETA. Refusal to report or to accept a suitable job or training would result in lower cash benefits for the family. The Subcommittee amended the work requirement in HR 9030 as introduced to provide that enrollment in a training program that met standards established by the Secretary of Labor would satisfy the work requirement and to provide that an individual required to work may refuse a private sector job offer if it does not provide equal pay for equal work, determined on an establishment-by-establishment basis.

* Provide that states have the option of administering all aspects of the new cash assistance program. (HR 9030 as introduced would have allowed the states the option of only the intake and eligibility determination functions -- keeping basic federal administration.)

* Rather than creating a new jobs title in CETA as provided in HR 9030 as introduced, the Subcommittee bill would add funds to current CETA titles for the economically disadvantaged. Thus, jobs and training would be created within the existing CETA framework. The bill limits eligibility to those primary wage earners in families with children receiving or eligible for cash assistance. (HR 9030 as introduced provided jobs and training for principal wage earners in a family regardless of need. However, because the jobs were to be minimum wage, it was not anticipated that those (in better paying jobs) would apply.) The PSE jobs in the subcommittee bill would be entry-level positions, for a period of 18 months within a 5 year period, and would pay at least the minimum wage. Wages would be allowed to be adjusted upward according to variations in the local labor market up to maximum of \$10,500. Only 15% of any caseload may be paid at the maximum level. Rather than a guarantee of a job or training to an individual, the Subcommittee bill is an entitlement for reimbursement for the prime sponsor when placement is achieved. If a job for a specific individual cannot be created, the individual will be eligible for cash assistance. Under the bill, the Subcommittee estimates that approximately 1.1 million jobs will be created.

* Provide that recipients required to work be reimbursed for reasonable job search expenses, including transportation and day care during the job search period. In addition to the day care deduction (\$150 per child; \$300 maximum) allowed in the cash assistance determination, day care services must be provided out of program administration funds to those who are required to work and are in need of such services in order to keep a job.

* Provide a new title to the bill to be called "Preschool Education Programs." The new title authorizes \$126,666 per year for three years to provide for ten preschool education pilot projects, for "the purpose of assisting parents in developing the basic educational needs of their children with special emphasis on developing the ability to read, write and speak effectively." The pilots would be administered by elementary public schools and would draw on volunteer labor of college students.

League position on the Subcommittee bill:

Throughout the markup, the League lobbied for those principles and amendments listed in the Dec. R/H and in the November testimony. The League has seen success on:

- * Universal coverage
- * federalization of the program, establishing federal minimum benefit levels
- * uniform eligibility standards
- * cost-of-living indexing
- * increased incentive for state supplementation
- * reduction of the onerous six month retrospective accountable period
- * increased day care services and day care reimbursement for the job search
- * elimination, at the discretion of the Secretary of Labor, of the "lower tier" payment during the job search. The elimination of the "lower tier" was quite a battle in committee -- three different votes were taken on that amendment before agreement was reached to drop the lower tier. (The January R/H went to press before the final vote. The final vote was agreed to only after the strong insistence of the League and other organizations.
- * An amendment offered by Rep. Martha Keys (D KS) to provide job counseling and placement for women in non-traditional fields (i.e. not traditional "women's work" jobs).

The League was not successful in our efforts to have the benefits raised to the poverty line or in efforts to retain food stamps as a way to raise the total benefit level. We also failed to get an amendment that would allow the family to designate the principal wage earner.

League of Women Voters of the United States
1730 M Street, N.W.
Washington, D.C. 20036
February 1978

The Ullman Welfare Reform Bill, HR 10711

Al Ullman (D-OR), chairman of the House Ways and Means Committee and a member of the Special Subcommittee on Welfare Reform, has proposed his own approach to welfare reform. Basically an incrementalist approach, the Ullman bill would retain AFDC, food stamps and SSI and would provide public service training and jobs through WIN (Work Incentives program) of the Social Security Act. Ullman estimates his proposal will cost approximately \$9 billion over current levels.

Chairman Ullman introduced HR 10711 on February 2. On February 3 the Special Subcommittee narrowly rejected the bill (13-16) and voted to report the Administration's HR 9030. The League and other organizations joined in an effort to defeat HR 10711 in the Subcommittee. Ullman has now made known his intentions to push his bill in the full Ways and Means Committee.

Summary of HR 10711:

* **Earned Income Tax Credit.** Ullman would increase EITC for those with earnings below the poverty line; would make EITC available for AFDC mothers with earnings regardless of the amount of AFDC received; would not make it available for those on public service employment.

* **Food Stamps.** Ullman would keep the food stamp program but make significant changes in its rules. HR 10711 would lower benefit reduction rates for those with earnings below \$7,500 but raise the rate for those earning over \$7,500; repeal the shelter deduction; repeal the deduction for work expenses; make child care deduction of \$100 per month per child, \$300 maximum; allow a standard deduction of \$30 per month; and institute a minimum benefit of \$10 per month for all household sizes.

* **SSI.** Food stamps would be cashed out for those on SSI, to be replaced by a one-time increase in benefits of \$15 per month for singles, \$30 per month for couples.

* **AFDC for single-parent families with children.** The plan would institute a national minimum benefit of \$4,200 for a family of four. However, the benefit would be a combination of cash plus food stamps. Cash benefits would not vary according to family size, food stamps would. Food stamps would therefore comprise between 1/3 to 1/2 of the total benefit package. The plan would adopt the same income definitions, accounting periods (one month retrospective), work requirements, reporting requirements and assets rules as food stamps as amended by this proposal and would share a common application form with foodstamps. States would administer AFDC, with redetermination of eligibility required every four months. Over time, benefits would be moved toward a Federally-mandated percentage of one third of state median family income.

* **AFDC-UF (unemployed fathers, i.e. two-parent families).** Ullman would expand to all states the AFDC-UF program for intact families with children. Eligibility would be for families with incomes less than \$350 per month. Aid would be available to any family for a minimum of 17 weeks per year entirely at Federal expense. If, at the end of 17 weeks, a PSE job is not available, the state must extend aid for another 35 weeks at state expense. (It is not clear if families can "recycle"

if no work is found after the initial 52 week(17+35) period). Benefits for families with no income would be \$200/mo. (regardless of family size) with a benefit reduction rate of 60%. States are allowed to supplement this up to \$150/mo. States would administer.

* Employment Proposals. Ullman would expand the PSE component of WIN. WIN would then contract with CETA prime sponsors to provide approximately 500,000 jobs. States would have primary responsibility and control of administration. Jobs would be available to families with children only. Families must have been on AFDC at least 16 weeks and priority would be given to two-parent families. Jobs would be minimum wage entry level positions. Wages for training would be \$30 per month plus AFDC and food stamps. There would be tax incentives to private employers for hiring WIN registrants and a bonus of \$200 to the employment service for placing those individuals.

* Fiscal Relief. The Ullman plan provides less than half the fiscal relief as the Subcommittee bill. However, state contributions to benefits costs would be fixed at 85% of 1977 costs. Thus if the economic situation worsened the federal government would provide the increased monies necessary. If the situation remained the same or lessened, state costs would not go down unless total caseload expenditures were less than 85% of expenditures for 1977.

League position on HR 10711:

The League does not believe that the Ullman proposal provides meaningful welfare reform. League objections to the bill are:

* With the proposed mix of cash and food stamps at a total level of \$4,200 for a family of four, cash benefits will be too low a proportion of the benefit package. When benefit levels are this low, to provide from 1/3 to 1/2 of the benefits in food stamps presents horrendous budgetary problems for recipients. Such a forced spending on food is nothing less than insulting to welfare recipients.

* Cash benefits are not adjusted to family size. Even though food stamp benefits are adjusted, families in higher benefit states with more than three children will see a decrease in total benefits.

* All single individuals and childless couples not eligible for SSI are excluded from cash assistance coverage.

* With the proposed changes in food stamps determination, recipients in high shelter cost states and recipients with high work expenses will see a decrease in benefits.

* The jobs proposal part of HR 10711 is clearly inadequate. First, it relies on the WIN program, a program that has had an abysmal record of training and placement, to contract with CETA prime sponsors, thus adding an unnecessary administrative layer to job creation. It would create approximately 500,000 jobs or less than 1/2 the jobs called for by the Subcommittee bill. Families must have been on the expanded AFDC for 16 weeks before being eligible for a PSE job and preference will be to two-parent families. This requirement, taken together with the smaller number of jobs created, means that opportunities for single heads of households - women - to get off welfare will be significantly lower than those provided by the Subcommittee bill. In addition, there is no principle of equal

pay for equal work in the Ullman plan. Recipients will be forced to accept jobs paying only the minimum wage even though other employees in the establishment receive higher wages for similar work. Failure to accept the job will result in a loss of all benefits to the family. (The Subcommittee bill would provide a reduced benefit for the dependents in the case of job refusal.) Thus the jobs provided under Ullman are less likely to lead to meaningful jobs in the private sector than those provided under the Subcommittee bill.

* There is less than half the fiscal relief to states and counties under Ullman as there is in the Subcommittee bill.

League of Women Voters of the United States
1730 M Street, N. W.
Washington, D. C. 20036
February 1978

Senate Finance Committee Welfare Reform, HR 7200

While attention has been diverted to the President's Comprehensive Welfare reform plan, the Senate Finance Committee has been making drastic and detrimental changes in existing welfare programs. Using a House-passed AFDC and child welfare bill, the Senate Finance Committee has attached a series of harmful welfare amendments. As Leagues know, Senator Russell Long (D.La), Chairman of the committee, has been pushing these amendments since the middle of last summer.

Of greatest concern to the League are the earned income disregard provision, the community work and training workfare provision, the demonstration workfare project, the vendor payments provision and amendments to provide fiscal incentives for quality control (See R/H's for August, October, and December 1977 and January 1978 for previous discussion section on these issues).

In an effort to get his amendment considered by the full Senate, Senator Long attached some of the amendments to other legislation pending in the Senate. While the League and other organizations fought these amendments on the floor and in various conference committees with some success, the battle is about to begin again. HR 7200 with all the amendments (even the ones acted on on other bills) will be before the Senate sometime after debate on the Panama Canal is concluded.

League opposed provisions in HR 7200:

* **Earned Income Disregard.** In computing the amount of income assistance a family is to receive, the net earned income is calculated -- excluding payroll deductions, child care expenses, transportation expenses and union dues. Under the present formula, the first \$30 and 1/3 of any additional income is not counted, it is disregarded.

The Finance Committee bill would drastically reduce these deductions for both applicants and recipients. It would substitute this formula with a \$60 standard deduction and one itemized deduction for child care. One third of the remaining income to \$300 and 1/5 of any income left is then disregarded. The Congressional Budget office estimates that this would reduce expenditures for AFDC by \$230 million in the first full year of implementation. In many cases the families affected would be completely denied aid or lose current eligibility by reason of the changes. At the very least, the changes would be a severe disincentive for work -- penalizing the recipient who works.

* **The Community Work and Training Workfare Provision.** This proposal would enable states to require AFDC recipients to work off their welfare check. If they refuse, their payment will be substantially reduced. Under these programs, a recipient would not receive a salary for work, but would work as a condition of receiving AFDC. The programs would be administered through state welfare agencies. No training or skills development would be available.

The administration and the LHMUS oppose this program. In a letter to Senator William Hathaway (D.Me), HEW Secretary Joseph Califano stated that this program "which operated from 1962-68, which the Congress rejected as unworkable and which failed to put any significant number of people to work, should not be adopted."

The LHMUS opposes the amendment additionally because it is exploitative. Recipients would not be eligible for the protections and rights of regular employees, such as pension benefits, insurance, seniority, fringe benefits, collective bargaining, social security credits, and job standards. Moreover, we are concerned that the Senate Finance Committee's estimate of a nearly \$20 million saving under this program must be the result of expected reductions in welfare payments resulting from payment reductions of those recipients who refuse to participate in this workfare program.

* **Demonstration Workfare Projects.** Under current law, a state may operate an experimental AFDC project if the Secretary of HEM grants explicit approval on the basis that such a project would be beneficial to achieving the objectives of the AFDC program. The Governor of Massachusetts recently applied to HEM under this provision to establish a workfare project in Massachusetts.

Under the Finance Committee bill, states would be given almost unlimited discretion in the establishment of up to three projects, one of which could be state-wide in scope, thus in effect circumventing AFDC recipient protections on a state-wide basis. The state could proceed with the project without HEM authorization 45 days after submission of its project plan to HEM if in that period HEM did not disapprove the plan.

The effect of this amendment would be that states would be free to implement any type of program under the guise of experimentation and with federal monies. The 45-day disapproval period is clearly inadequate for HEM to keep any level of control.

* **Vendor Payments.** Currently, AFDC payments are made in the form of money payments paid directly to the recipients. The only exceptions in the law to this rule are in cases where there is proven mismanagement of the funds by the recipient. In these limited cases, not to exceed 10% of the local caseload, benefits may be made to protective payees or to vendors of goods and services -- usually landlords and utility companies.

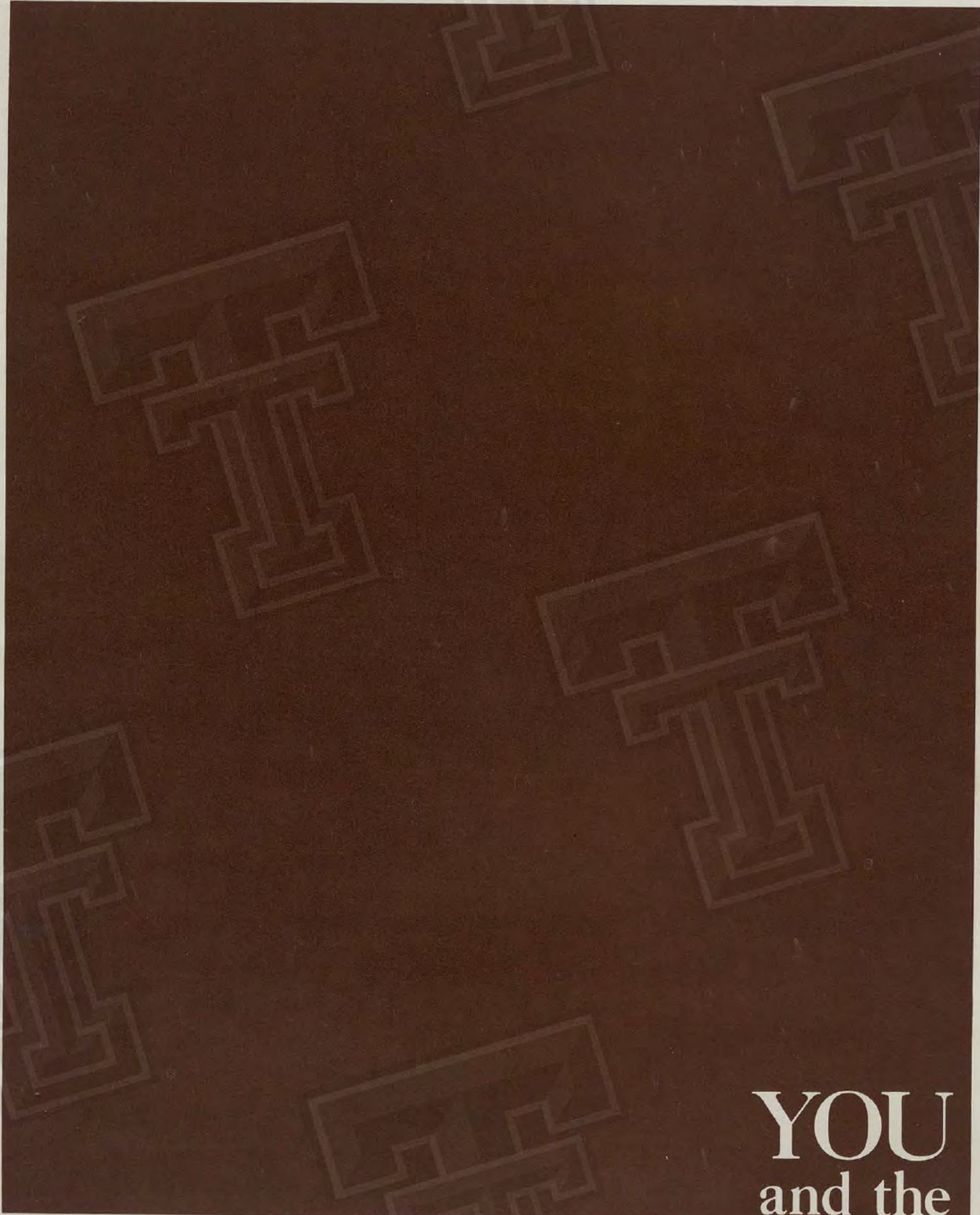
The Finance bill would authorize an increase to 20% of the caseload allowed for these vendor payments. It would further allow states to make payments direct to the vendor in any case in which the recipients "requested" that payments be made in this manner. No provision is made in the bill to ensure the "voluntary" nature of such requests.

The League, through its monitoring of AFDC, fully understands how the "voluntary" nature of these requests could become quite involuntary. The threat of harassment to the AFDC recipient is unusually severe in this amendment and is therefore vigorously opposed by the League.

* **Amendments to Provide Fiscal Incentives for Quality Control.** The first amendment would provide increased federal matching monies to states which reduce their overpayment error rates. No increased monies would be provided to reduce underpayment errors or incorrect denials or terminations. Clearly, the incentive is designed to save money to the government, not to provide efficient disbursement of benefits according to recipient's needs and rights.

The second amendment in this category involves criteria for developing a quality control system. Under current law, HEM requires states to establish quality control systems which review both active cases (cases in which payment was made) and negative cases (cases in which aid was denied or terminated during the month) in order to establish corrective action plans to reduce error rates in both categories.

Again, the Finance Committee amendment focuses only on overpayment active cases. Although states would be still required to review both active and negative cases, corrective action plans would be required only for active case errors. The League opposition to this amendment parallels that of the above amendment.



YOU
and the

TEXAS DEPARTMENT
of HUMAN RESOURCES



(NOTE TO READER: This book was written primarily for new employees of the Texas Department of Human Resources. It is an informal introduction to the very personal work of people helping others.

But the book's content is not limited to new staff members. Since it places between two covers the historical base for programs and their current operation, it serves as a general resource for anyone interested in human services in Texas.)

FOREWORD

Congratulations for your achievements. You've said some important things about yourself.

On your way to work at the Texas Department of Human Resources (DHR), you educated yourself, developed your ability to deal with others, acquired your work experience and stood the challenge of a tough job market. You excelled in the competitive tests. And your qualifications and personality impressed those who interviewed you.

In short, you said in many ways that you cared enough about yourself to develop your competence. So you were chosen from among all other applicants to fill your place in DHR.

And by accepting the position offered to you, you said something else. You told us, your colleagues, that you care enough about the department and the people we serve to lend your competence to our collective efforts.

So welcome. And thanks for joining us; we need your help.

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SECTION I

People Helping



Help is what the Department of Human Resources is all about. We supply help every year to about one out of every six Texans, people of all ages and races, with all sorts of problems, who otherwise would have nowhere else to turn for needed social, medical or financial services.

To accomplish that task, we maintain about 30 major programs of all types, involving some 160 interrelated services. Each year we modify some programs and add new ones according to the changing needs of the client population.

In recent years, for instance, we have had to provide financial help to fewer people than we did several years ago. But at the same time, we have increased the scope of our social services, combatting child abuse and neglect, ensuring better child care facilities, and exploring ways to protect the rights and well-being of our aged population. Our medical services have likewise expanded, proportionate to the rising costs of health and nursing home care.

In other words, our brand of help when it is needed is as current and comprehensive as we

can make it within the limits of our funding and authority.

So, in one sense, the Department of Human Resources is...

...PROGRAMS

Social Services

A sizable block of our social services is designed to benefit children. All children eligible for financial assistance are eligible for these social services. And some children, regardless of family income, such as any who are abused or neglected, also are eligible.

We have protective services to work with families where children are in danger of abuse, neglect, or where they lack supervision. Our caseworkers check out all reports of such children, and we have a statewide hotline to make reporting easier for the public. Caseworkers are trained to counsel family members and deal with the police and courts if necessary, and otherwise secure a safe environment for the children.

For families that cannot or will not care for their children, we arrange foster care in temporary homes. And for children who must leave their homes permanently, we carefully consider the feasibility of adoptions.

We provide counseling and other assistance to juveniles in trouble, such as runaways,

People

through regulation of halfway houses and help with local courts and agencies.

Families can get birth control assistance through our Family Planning service.

Our day care program ensures that low-income families can place their children in safe facilities during the work day. We are responsible for inspecting and licensing all such facilities and many institutions throughout the state, using strict sets of standards.

Social services for older Texans range from counseling to help with household chores. We regulate centers where older persons who lack supervision or companionship during the day can gather in safe activities. And for others who have no families,



we arrange foster care. Every consideration is given to the most suitable living arrangement for each person, in keeping with the individual's respect, dignity and honor.

Among other services for the aged, we also coordinate volunteers who offer transportation, help in the client's home, or even a simple phone call each day to make sure the older person is alright.

Medical Services

The medical side of DHR is primarily concerned with administering the Texas Medicaid program. Medicaid is not to be confused with the federal Medicare program, which pays for medical insurance policies for persons aged 65 and older and some disabled persons. (Medicaid picks up where Medicare coverage stops and buys services for persons of all ages in Texas who are eligible for public assistance.)

Medicaid pays for nursing home care for eligible aged and disabled persons, and also buys transportation services for persons of all ages who qualify.

The department pays providers of prescribed drugs, laboratory services, X-rays and radiation therapy, and family planning services. And in some cases, it buys dentures, hearing aids and eyeglasses.

Most of the payments are made by an insurance company on contract with DHR, but some are paid directly by the department.

DHR provides free medical and dental checkups for kids from low-income families, through the Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program.

Financial Services

Through financial programs, primarily AFDC and Food

Stamps, we help families feed, clothe and house themselves while they work their way out of poverty. Some families need these services only briefly, others require them for extended periods. But while these financial aids are still large programs, they have declined in usage in recent years for a variety of reasons.



One reason is that many families are successful at attaining independence from financial assistance and are therefore no longer on the rolls.

Another reason is that our efforts to eliminate eligibility errors and fraudulent applications have worked to discourage many ineligibles who might apply. Our Investigation Division, greatly expanded in recent years, has been important in controlling potential fraud.

The investigators also help find missing parents of children who need their support. And they help the Financial Assistance Division in its Child Support Enforcement program, which makes sure that dependent children get their child support checks.

Other financial programs assist Cuban refugees and Indo-Chinese refugees as well as disaster victims when communities are declared disaster areas by the President.

Of course many of our programs and services are not named here. You'll learn more about them in later orientation, in other publications and through your work. Some of the programs mentioned are detailed in Section II in this book, complete with their histories and legal development. And you can find out about recent events in major program areas in the department's current Annual Report.

But you should be able to tell from the types of services mentioned that the Department of Human Resources has a strong commitment to offer a full range of services by which the needy people of Texas can overcome the causes and effects of poverty, poor health, and social disorder.

And to fulfill that commitment requires . . .

... ORGANIZATION

DHR is, by nature, a flexible organization. As our clients' needs change, so do federal and state regulations for how the department can be structured to meet those needs. Stress on existing programs may intensify or diminish; new services may be created while others may be eliminated. These kinds of changes occur at various levels in our organization almost constantly.

In such a fluid atmosphere, we continually re-evaluate and adjust our lines of responsibility for service delivery. And for a new employee, staying abreast of the resulting changes in programs may seem difficult, but it is never impossible. By learning to stay aware of possible program, policy and organizational changes, as well as the reasons

act as a member of the DHR team.

Teamwork is vital to making our complicated organization work. By combining our talents, we all help each other to better help the people we serve.

So, in addition to being programs and organization, DHR is . . .

... PROFESSIONALS

At DHR we are all professionals, no matter what our specialties might be, no matter where in the state we work. And you are no exception. You have joined a talent pool of about 13,000 individuals.

We consist of caseworkers, administrators, artists, attorneys, counselors, bookkeepers, typists, planners, and other people in positions requiring special skills.

And we are all necessary. We are all resources for each other, just as we are collective resources for our clients. The more help we are to each other, the better help we can deliver through our programs.

As you become accustomed to your new job, you will come to appreciate your colleagues' contributions, just as they will appreciate yours.

And depending on the nature and extent of your contributions, you will be well compensated. For information on pay and the benefits available to you, refer to the department's Personnel Guide or talk with your immediate supervisor.

If you are interested in seeing exactly what lines of advancement are available to you, how to qualify for promotions and transfers, ask also to see the *career ladder* related to your position. There is a career ladder designed for most positions and salary levels within the department, each one mapping out the advancement potential for those who excel in helping the rest of us help clients.



SECTION II

History and Legal Base of Department Services

Medieval Beginnings

The ideas and practices of public assistance have been altered many times through the years. To grasp how our modern system evolved, one must look back to the 12th century in England. The Roman Catholic church, then the most powerful political entity in England, officially recognized the needs of the poor as the responsibility of all who could help.

The church's public assistance program was aimed mainly at helping widows, orphans, the elderly and infirm and was based on the idea that it was not a crime to be poor. In response for these benevolent programs, the rich were coerced into assuming responsibility for the peasants on their lands. Thus the concept of *noblesse oblige* took root.

English Law

It was not until 1388 in England, however, that the first legal provisions were made for governmental regulation of the indigent. The English Settlement Law allowed begging only by those unable to work and then only within the confines of their birthplace or town of residence. The able-bodied who begged were subject to punishment.

During the next two centuries, as industry emerged, English cities became increasingly crowded. Agriculture declined and birthrates increased. Simultaneously, the newly formed Anglican church lacked the power and monetary resources of the Catholic church and thus could not continue the public assistance programs of the past. To meet the population's growing needs, the Crown established the Elizabethan Poor Laws in 1597. These laws were established to benefit



vagrants, the helpless, and the involuntarily unemployed. They were administered by the local parishes of the church. Tax revenue was used to provide aid by placing the poor in almshouses, in apprenticeships, or by maintaining them in their own homes (called "outdoor relief").

Although the laws provided for the use of taxes for public aid, the local parishes usually maintained such programs by contributions from affluent citizens. This practice continued until the mid 1600s when the concept of the dignity of the needy began to change.

The Law of Settlement and Removal in 1662 provided that a community could reject individuals who were likely to become dependent. Such persons were to be returned to their birth place and become that town's responsibility. Although the law was seldom used, it reflected the emerging Puritan idea that poverty and dependence were disgraceful qualities. During this period, there were efforts to establish successful workhouses, employing the poor for profit. Such enterprises were generally unsuccessful.

An important amendment to the Elizabethan Poor Laws in 1796 provided four new types of assistance for laborers and the poor in general. These were: a system of wage supplement for farm workers in times when the price of wheat was low; a method of providing subsistence payments to surplus laborers; provision that farmers could, in order to avoid taxation, provide food and shelter for the unemployed; and allowances to families with more than two children.

This was the first in a series of law reforms for the poor in England that continued into the 19th century. Experiments included subsidizing almshouses and limiting outdoor relief to the

aged and helpless. These proved of little use without improvements in medical care, housing, and sanitation.

American Foundations

Public assistance in colonial America was based upon early Elizabethan Poor Laws and the English Law of Settlement and Removal. The poor received assistance from their local parish church. Relatives were expected to be responsible for their kin. For those who had no family and were unable to work, four systems of assistance emerged in the

19th century. These were: contract, or lump sum, payment to an individual for caring for a poor person; auction, or reimbursement to low bidders for caring for the needy; almshouses, as in England; and outdoor relief, also as in England.

During the 1800s some unemployment relief efforts were tried in the United States in periods of economic depression. Characteristically, the majority of such work, including soup kitchens and fund raising, was carried out by volunteer agencies. Their efforts did not often meet the need.





Unlike the Elizabethan Poor Laws which aided individuals, the American concept of homesteading aided entire families. The poor could travel West and occupy, at nominal or no cost, government land opened to settlement. Such a move supported the concept of the dignity of the individual and the ability to succeed without being treated as a criminal or a ne'er-do-well. Once on the land the settler worked it, lived on it the required number of years, and passed it on in perpetuity. Such a program was a major step forward in aiding the indigent. But the truly poor could not afford even the modest cost of supplies and transportation westward. For this reason the cities on the Eastern seaboard continued to have large populations of poor.



The populations of the Northeast boomed also with the increasing numbers of immigrants who fled the famines and depressions of Europe to the newly-industrialized United States. Skilled laborers who immigrated might find jobs, but more and more unskilled immigrants, many of whom could not speak the language, arrived to swell the ranks of the unemployed. This trend continued until limits were placed on immigration in 1921.

The Afro-American and Mexican-American populations of the South and Southwest were equally in need of help. Their choices were to remain on the

agency regulator of aid to all groups in all parts of the country. No longer could the affluent within the community be expected to bear the burden of assisting the great numbers of poverty-stricken and unemployed.

One of the most far-reaching events of the period was passage of the Social Security Act in 1935. This law was an outgrowth of the "social insurance" concepts which had their beginnings in Europe in the 1880s. The Act still forms the foundation of federal public assistance.

State Development

From the days of the Texas Republic until the 1930s, the



land they had always known or to move North. Many of those who went to the industrialized areas did not improve their lot since large poor populations were already there.

The Depression

Possibly the most unifying event in the history of modern service programs was the Great Depression which began in 1929. The federal government proved to be the most effective emer-

gency regulator of aid to all groups in all parts of the country. No longer could the affluent within the community be expected to bear the burden of assisting the great numbers of poverty-stricken and unemployed. The community determined what would be done, who would administer each program, and what funds would be available for the unemployed, the aged, the blind, the disabled, and the orphaned. The Texas Constitution of 1876 placed that responsibility with county commissioners' courts.

With the coming of the Great Depression and the need for centralized welfare administration, the Texas Legislature created several agencies to oversee vari-



ous aspects of the new programs. All of these agencies were under the regulation of the Texas Board of Control (TBC).

Among the responsibilities of the TBC was regulation of programs for education of the deaf and the blind, charitable institutions, old age assistance, child welfare, and relief.

Prior to 1932, Governor Miriam A. Ferguson passed what came to be known as "Bread Bonds" to alleviate the hard times felt by the poor in Texas. Federal relief fund availability in 1932-1933 led to a series of executive and legislative efforts in Texas to devise a system which would ensure that these funds were properly administered. The most important of these was the legislature's creation of the Texas Relief Commission in October 1933. It operated until September 1934 when it was abolished, and responsibility for relief activities was given to TBC.

Throughout 1934 and 1935, the legislature sought ways to utilize the pending Social Security Act, which would make grants to states with established plans or programs to help the aged, the blind, and dependent children.

The Old Age Assistance Commission resulted from the Old

Age Assistance Law in 1936. The law, the first of its kind in Texas, outlined the eligibility requirements and designated July 1, 1936, as the date for the first payments to be issued. By the end of the first year, the program was assisting 128,601 recipients.

Services for children came through the Child Welfare Division of TBC. Although the division, funded at the community level, had existed since 1931, it did not receive federal money until 1935. Direct state funding was not provided until 1937.

The division's role was to act in the interests of illegitimate, delinquent, and handicapped children; to regulate and license institutions and agencies; to act as a children's advocate in the courts; and to disseminate information to the public to promote general child welfare.

Department of Public Welfare

The Great Depression and its aftermath presented some impor-

tant developments in the evolution of public assistance.

Out of the desperation of economic disaster arose long-range legislative programs and numerous administrative agencies at all levels of government. Centralization of responsibility for public assistance and cooperative federal-state funding of programs had proved to be effective tools.

But possibly the most important development was that government, both federal and state, had accepted clear-cut responsibilities for the welfare of the people. As a result, many emergency programs became, with some modification, permanent functions of government.

Out of this climate came the establishment of the State Department of Public Welfare in September 1939. (In 1977, the department's name was changed to Texas Department of Human Resources.) Under the law, the department accepted responsibility for old age assistance, child





Social Services

welfare, and coordination with the federal government and its welfare-related programs. With the passage of the Public Welfare Act of 1941 and its periodic amendment since that time, the department gained its present responsibilities.

The federal government has never financed a general assistance program. This has remained the responsibility of the states, and in Texas the Constitution still places the responsibility for general assistance with the county.

Early Concepts

Until the latter half of the last century, the United States government and most of the state governments did not offer funding or administration of social services. This fact was partially the result of government support of the *laissez-faire* principle.

Laissez-faire was the concept that the individual's economic and business affairs were his own concern and not that of government. Whereas an individual could "rise to the top" of the economic scale, he was also on

his own if he was unsuccessful. The principle was all part of the spirit of individualism that had characterized American development.

But *laissez-faire* became less practical near the end of the 19th century. The end of the homestead era, recurring economic depressions, and increased immigration—all contributed to the need for more government involvement in caring for the needy.

As the United States entered the 20th century, government policies were beginning to become more progressive in their care of private citizens. As part of the progressive movement,

Woodrow Wilson's "Fair Deal" and Franklin Roosevelt's "New Deal" were accepted as solutions by which the individual could cope with national economic forces. Both presidents' plans included rejection of the laissez-faire system and governmental intervention for equal opportunity for all citizens.

What we now refer to as the welfare concept emerged within our governmental philosophy through the development and acceptance of progressivism, the Fair Deal, the New Deal, and some pieces of legislation passed after World War II.

The concept includes such ideas as guaranteed minimum income, aid during unemployment, and an equal opportunity to a range of social services. Its intention is to provide equal relief from social ills for the greatest number of people. Although it has never been fully achieved in the U.S., it remains among our government's ideals.

Federal Legislation

Government support of the welfare concept began to emerge as legislation as early as 1912 with the establishment of the Children's Bureau of the Department of Labor. It was intended to investigate and compile information on all aspects of child welfare. It became a pioneer advocate for the health and safety of children and was the first agency to employ social workers. No money was provided to individuals.

Another agency, the Federal Emergency Relief Administration, was formed in 1933 to provide comprehensive services to families. Begun at the depth of the Depression, the agency centered on financial assistance to the unemployed and the aged, and also included Aid to Dependent Children as an outgrowth of work by the Children's Bureau.



But perhaps the most important single piece of social legislation ever passed by the U.S. Government was the Social Security Act of 1935. Although it has been frequently amended, and variously embellished by the states, it originally provided unemployment insurance, old age assistance, and aid to the states in relieving the orphaned, blind, and disabled.

Several major events as well as amendments to the Social Security Act have influenced its scope of authority since its passage in 1935. These include: the formation of HEW (1953); the Public Welfare Amendment (1962); the Civil Rights Act (1964); establishment of the Work Incentive program (1967); the Federal Revenue Sharing Act (1972); and

the implementation of Supplemental Security Income (1974).

Until the 1950s the federal government did not help finance social services other than those for children.

The Department of Health, Education and Welfare (HEW) was formed in 1953 to centralize all federal responsibility in welfare programs in the states. In 1962, the welfare administration portion of HEW was reorganized into five segments: the Children's Bureau, the Bureau of Family Services, the Office of Aging, the Office of Juvenile Delinquency and Youth Development, and the Cuban Refugee Program. Also included in HEW's jurisdiction is all federal cooperation with volunteer social agencies and community service groups.

The Public Welfare Amendment of 1962 emphasized the importance of rehabilitative services. It provided for a 75 percent funding match for services and training in federal-state public assistance programs; aid to foster parent programs; and funds for training social workers. It required states to increase protection of the blind and aged, and authorized funds for broadened child care services of several types.

The Civil Rights Act of 1964 prohibited denial of assistance or services to anyone because of race, color, or national origin.

The establishment of the Work Incentive program (WIN) in 1967 was designed to encourage mothers of AFDC families to find employment. As part of the same legislation, emergency funds were made available for families with children under 21. Also, states were required to establish a social service plan for each AFDC recipient and to use welfare recipients as workers whenever possible.

States were authorized to buy welfare services from other





states, and universities with social work curricula were subsidized.

The Revenue Sharing Act, or State and Local Fiscal Assistance Act (1972), has been criticized on three major points.

First, it prevents use of revenue sharing funds as matching funds for other federal programs.

Second, distribution of funds is based on head count instead of the economic need of each state.

And third, it does not require local government to use the funds for welfare programs. The funds may be used for any project.

Supplemental Security Income (SSI) began in 1974 to replace the federal matching funds provided to the states for the aged, blind and permanently disabled. The payments assure minimum income levels, and the states have the option of supplementing payments to maintain their respective standards.



Title XX

Title XX of the Social Security Act, an amendment passed in 1975, replaced several other amendments which provided social services for adults, as well as Child Welfare.

This title is the main authority by which Texas receives federal funding for social services. The services for which Title XX authorizes payment, combined with other DHR services, such as Medicaid, Nursing Homes, Financial Assistance, Food Stamps, and Child Welfare, provide a comprehensive services system which complies with federal requirements.

DHR's method for using Title XX funding is the yearly Comprehensive Annual Services Program Plan (CASPP). The plan includes descriptions of how and where DHR will use Title XX funds for social services, who is eligible, what fees can be paid, and other details of service delivery. CASPP also describes how the program is planned for the year, and how public comment and review is arranged.

State Legislation

Social services on the state level in Texas have always been directly influenced by federal legislation. However, even prior to the Social Security Act, Texas had already begun its own Division of Child Welfare in 1931 as part of the State Board of Control.

The Division of Child Welfare functioned as a children's advocate, with protective services, in regulation of care facilities, in cooperation with the federal Children's Bureau, and in any other capacity of child welfare. It was greatly strengthened by federal Social Security funding in 1935. In 1937, the division secured state funding for services to needy children. With the establishment of the State Department of Public Welfare in 1939, the division was transferred from the Board of Control to become a permanent part of the new agency.

Other social services in Texas during the 1930s included the School Lunch Program, which utilized federal agricultural surplus commodities; state assistance to needy aged (1936); and authorization of state payments to the needy blind and to destitute children, although funds were not available until 1941.

From its formation, the State Department of Public Welfare continued to expand the scope of its social services wherever funding and personnel were available. The state legislature was quick to act in compliance with all requirements of federal amendments to the SSA.



In 1973, the Texas legislature brought together all the state regulations dealing with families, family relationships, and children in need of supervision. These laws are now called the Texas Family Code and became effective January 1, 1974. Under its provisions, DPW's (now DHR's) child protective services were defined in the following areas:

- Adoption
- Juvenile actions
- Child abuse and neglect
- Medical and dental screening for children
- Child protection from physical danger
- Relinquishment of parental rights
- Legitimization



Aid to Families with Dependent Children

A Modern Origin

Concern for the safety and development of children is one of the oldest features of society. Through history, governments have attempted an assortment of programs, including orphanages, apprenticeships, foster care, and others. But our modern service for Aid to Families with Dependent Children (AFDC) is of recent origin, beginning in the 20th Century and developing to its present status as one of our most extensive programs.

Federal Legal Base

The first federal legislative action on behalf of dependent children was the establishment of the Children's Bureau of the Department of Labor in 1912. Its authority included supervision of all programs and legislation concerning children's affairs.

With the coming of the Great Depression, special needs arose for more federal involvement in securing adequate care for children, and in 1933 the Federal Emergency Relief Administration (ERA) took the responsibility of developing a program to aid dependent children. Supervision for the program was allotted to the Social Security Board, since the planned program was of a public assistance nature.

In 1935, with the Social Security Act, the program for AFDC was officially authorized. The Act provided funding to the states for developing and administering services to children in



rural areas. It also provided for homeless, dependent, and neglected children.

Since the Depression, several amendments to the Social Security Act have affected the scope and delivery of AFDC services. Most significant of these were the amendments of 1950, 1962, 1965, and 1967.

In 1950, federal matching aid was extended to children who had lived in the given state for less than one year.

The amendment of 1962 extended federal funding to include protective payments for children and payments to unemployed or disabled parents of AFDC children.

Among other provisions, the amendment also required that the states coordinate, no later than 1975, their financial care programs with the child welfare program, including all child welfare services. In addition, the amendment broadened children's services to include prevention of child neglect, abuse, exploitation and delinquency; protection of children of working mothers, and promotion of foster and day care homes for AFDC children.



The amendment of 1965 provided that the federal share of funds to recipients be increased. It also provided that the states be restricted from receiving federal matching funds unless those funds are passed on to the recipients.

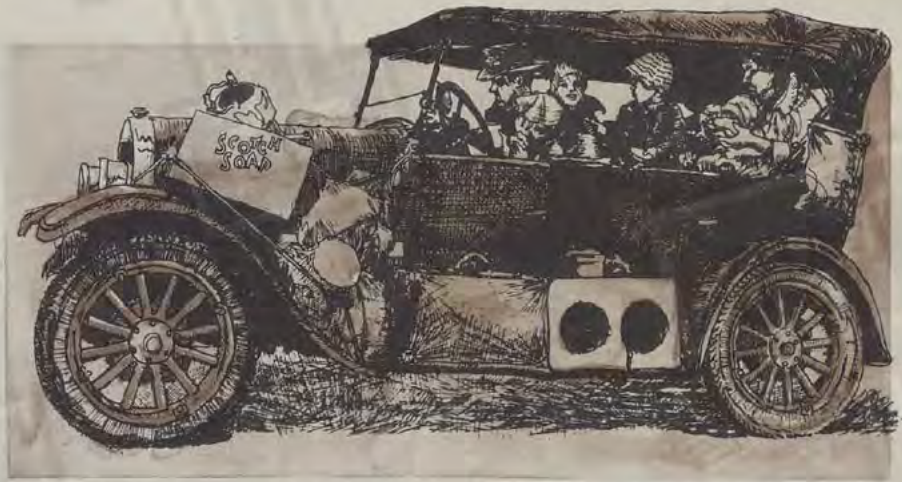
The amendment of 1967 represented a change in direction of the program planning for the AFDC program. It required that programs be developed for each member of the AFDC household, not just for the children. Chief among the provisions was the establishment of the Work Incentive program (WIN).

Essentially, the role of WIN is to provide employment opportunities for parents of AFDC children, with specific exemptions for some parents. It is a federally administered program, using the states' employment commissions. Responsibility for determining eligibility to the WIN program in each state rests with the state's welfare department.

Among other provisions of the amendment of 1967 were: earnings exemptions for AFDC participants; matching funds to the states for children of unemployed fathers; emergency payments for 30 days for children under 21; authorization for states to buy services from other states; and requirements that AFDC recipients be recruited for subprofessional staffs of states and communities. Texas excludes unemployed fathers from emergency payments programs.

Laws in Texas

State legislation in Texas for aid to children began with the establishment of the Child Welfare Division of the Texas Board of Control in 1931. While no provision was made for financial aid to dependent children, this first agency did act in the interests of "defective, illegitimate,



and delinquent children" and established programs for the handicapped.

In 1935, an amendment to the Texas Constitution provided for aid to the aged, the blind, and dependent children, although actual funding for AFDC was not available until 1937.

With the creation of the State Department of Public Welfare in 1939, the responsibilities of the Division of Child Welfare were transferred to DPW.

The Omnibus Tax Bill and the Public Welfare Act of 1941 provided both tax money and administrative authority for AFDC, Old Age Assistance (OAA), and Aid to the Blind (AB). The Act also defined eligibility requirements.

In 1945, a constitutional amendment removed the limitation on the amount that the state could spend on AFDC, so that

funding could meet the maximum allowed under the Social Security Administration. This was the beginning of a period in which the limits were raised almost annually.

Summary of Services

DHR offers both monetary assistance and social services to AFDC recipients in Texas. Grants are available to eligible children to age 18 or to age 21 if they are in school full time and do not have full-time jobs. Medicaid is available to AFDC children.

AFDC recipients are also offered the services of WIN, child protection programs to help children stay in school, part-time jobs, and community efforts to keep families together.



Food Stamps

"When there are people who must go hungry in the United States even when the country produces more food than its population can buy, how do you get food to the people who need it?"—Anon.

The federal government has tried to answer that question since the middle of the Great Depression. With the cooperation of the states, the federal government has experimented with two basic types of programs to feed the poor. The first effort, surplus commodity distribution to individuals, began in 1933 and lasted (in Texas) until 1973.

The second type of assistance was allotment of food stamps. This program was tried for 46 months during World War II with

limited success. But the concept was revived as a pilot project in 1961, and by 1964 it was authorized to replace the federal commodity distribution program.

Federal Programs

The important federal legislation which figured in the development of our modern food stamp program began with the establishment of the Federal Surplus Relief Commodity Program in 1933, under the authority of the U.S. Department of Agriculture.

This program included commodity distribution to schools and to some institutions as well as to private individuals. Some elements of the original program continue today. However, it was the distribution program to individuals, now discontinued, which was the forerunner of our present food stamp system.

In 1935, the Agricultural Adjustment Act provided that the commodity program would serve to feed those who were on

the relief rolls, thereby reducing the stockpiles of farm products in government warehouses. This Act remained the foundation for commodity distribution efforts.

The first federal use of food stamps began in 1939. A pilot project was designed to help farmers by increasing the demand for their products and to provide food for the underprivileged.

The stamps made it possible to use regular commercial markets as the outlet for surplus products. This pilot program was shortlived and had a maximum of four million recipients at any one time. However, it served to test solutions to problems in administration and eligibility which might arise in such an effort.

The commodity distribution program again increased its services throughout the 1950s. In 1961, President Kennedy ordered the USDA to increase the amount and variety of foods available to low income families.

In the same year, the USDA began a second pilot food stamp program. This larger project, with 43 survey areas and 22 states, improved recipients' diets while stimulating food sales in retail stores of the test areas. The project continued until 1964 when Congress passed the Food Stamp Act to eventually replace USDA commodity distribution to individuals.

The Food Stamp Act provided that USDA would: (a) subsidize the salaries of some state food stamp personnel; (b) pay the difference between the cost and the face value of the stamps; and (c) recognize all public assistance households as eligible. The USDA accepted applications and determined priorities among the states that chose to participate.

In 1973, Congress mandated that all states should participate





in the Food Stamp Program by July 1, 1974. The 1973 law states that: (a) no discrimination is permitted; (b) the stamps must have a greater total value than the price paid by the householder; (c) stamps should be provided to households of little or no income; and (d) allocations to each household should be subject to semiannual review.

Texas' Participation

Texas involvement in federal efforts to feed the poor began in August 1933. The Texas Relief Commission designated 27 commodity distribution points across the state. County agencies were responsible for transportation from the distribution points to the counties.

The kinds of goods available through this service, as well as the uniformity of services from caseworkers, often varied greatly from one locale to another. Ser-

vices were minimal during WW II because the economy improved and surplus food was needed overseas.

Texas' participation in the food stamp program of 1939-1941 was also minimal. Individual counties bought their own stamps from the federal government.

With the increased need for more effective commodity distribution services after WW II, the Texas Legislature established the Commodity Distribution Division of the Department of Public Welfare in 1953. This unit administered the commodities program for individuals in the state until that program was replaced by the Food Stamp Act 20 years later.

After the Food Stamp Act passed in 1964, Tarrant County became the first Texas county to participate in the plan of replacing commodity distribution

to individuals with food stamps. By fiscal year 1967, nine more counties had joined, and by 1972, 28 counties were issuing food stamps.

In compliance with the 1973 law requiring total participation by the states, Texas ceased commodity distribution to individual recipients in all 254 counties on October 31, 1973. All counties then began issuing food stamps. Commodities are still distributed to schools and authorized institutions.

The passage of Public Law 95-113, the Food Stamp Act of 1977, will generate many changes in Texas' operation of the Food Stamp program.

A main feature is the elimination of the cash purchase requirement.

Medicaid

The federal and state governments provide medical assistance to those who might not otherwise afford it. The present system of services and medical programs for the underprivileged, like so many other welfare efforts, stems from the Social Security Act of 1935. Most of the legislation, both federal and state, that has contributed to this system has been either as an amendment or in compliance with that Act.

Social Security Act and Amendments

The original medical assistance provision of the Social Security Act was for medical assistance payments to the aged. The recipients' medical costs were included in the monthly Social Security payment provided for by the Social Security Act.

The amendment of 1950 expanded medical aid to the aged by providing for direct reimbursements to druggists. However, payments were limited to the individual's matchable assistance payment (not to exceed \$30 in federal funds). In 1956, this limitation was raised by an increase in federal sharing for both vendor payments and for monthly checks.

The amendment of 1960 again increased the amount of federal share in medical aid to the aged and expanded aid to aged persons who were not receiving welfare grants, but who needed help in meeting medical needs. This amendment also permitted federal sharing funds from 50 to 80 percent by a population-based formula and offered guidelines for evaluating state services.

The amendment of 1965 is sometimes referred to as Title XIX because of the importance of the provisions in that section

of the legislation. Title XIX extended medical services to the needy aged, blind, disabled, and to dependent children. It permitted direct payments to druggists and also gave the states' Old Age Assistance programs responsibility of determining medical eligibility.

The amendment stated that by July 1, 1967, eligibility for medical service would be extended to persons at and below the basic maintenance income level, all persons 65 and over, and all AFDC children. A flexible income test for eligibility was also included. The states had to offer services of skilled nursing homes, physicians, vendor drugs, X-rays, labs, and in-patient and out-patient clinics under the assistance program, with no unreasonable charges. In addition, the federal government assumed a larger share of training costs for nursing home personnel and increased matching funds in relation to states' per capita income.

Two other provisions of the amendment were important to recipients. One was the establishment of Title XVIII health insurance (Medicare). The other was a special grant sponsored by HEW for a five-year program of Early and Periodic Screening, Diagnosis, and Treatment (EPSDT) of physical and dental disorders, with a 75 percent federal share offered to participating states.

The amendment of 1967 was largely concerned with revising some of the programs established in 1965. It limited the federal share of Medicaid costs and established a Supplemental Medical Insurance Benefits (SMIB) program (Title XVIII). It also recognized the needs of and provided services for the spouse of any recipient if the spouse was essential to the welfare of the client.



The 1967 amendment also designated a set of nursing home licensing regulations and required the states to offer five basic services to all eligible Medicaid clients. These were: (1) in-patient care; (2) out-patient care; (3) laboratory and X-ray services; (4) skilled nursing home care; and (5) physicians' services.

Texas Legislation

When Congress passed the Social Security Act in 1935, the Texas Legislature prepared an amendment to the Texas Constitution allowing public funds to be used in payments to individuals in an OAA program. The amendment became law in 1936. Five years later (1941), DPW assumed the responsibility for administering OAA, AFDC and APTD (Aid to the Permanently and Totally Disabled).

However, it was not until 1961 that the state legislature authorized state funding of medical care for the aged, as well as for AFDC and APTD. No financial resources on the local level were authorized by this action.

The 1965 federal amendment



to the Social Security Act established the Title XIX program for Medicaid. It broadened the numbers of medically needy people for whom Texas could get federal matching aid. But Texas did not participate in the Title XIX program until 1967 when the State Medical Assistance Act became law.

In 1977, the 65th Texas Legislature authorized the department to delegate its medical and quality of care regulatory functions to the Department of Health. DHR retains its other functions.

Supplemental Security Income

On January 1, 1974, the federal government began an all-new program for direct payments to the aged, blind, and disabled. It replaced the state programs for Old Age Assistance (OAA), Aid to the Blind (AB), and Aid to the Permanently and Totally Disabled (APTD), which had been among the department's original responsibilities.

Supplemental Security Income (SSI) is federally administered by the Social Security Administration and funded through general federal tax revenues. SSI was created to ensure uniformity of assistance from state to state. And in an overall sense, more people became eligible for payments because of the changeover.

Federal Provisions

All persons who are certified as eligible for SSI are eligible for Medicaid, the state medical assistance program. Detailed eligibility requirements for SSI are cited in Section 3000 of the Medicaid Eligibility Handbook. In general, the requirements are

still based upon age, blindness and disability.

Old age is defined as age 65 or older. Blindness is defined as 20/200 vision with corrective lenses, or must be limited to 20 degrees in cases of tunnel vision. Disability is defined in two ways: (1) any impairment which could result in death, or illness of at least a year in duration, if the person attempts to work; and (2) any impairment of a child (under 18) comparable to that which would prevent an adult from being gainfully employed.



Amounts of payments may be periodically adjusted by the federal government to reflect increased living costs in the U.S. As of July 1, 1977, payments were increased to \$197.80 for an individual, \$286.70 for a couple.

Texas' Adjustments to SSI

Possibly the most impact that the changeover had upon recipients was on their social care allowances. OAA, AB, and APTD

payments had included an allowance for individual housing and personal care costs, all under a general heading of social care. SSI made no provision for this special allowance on an individual basis. As a result, some recipients would have lost their social care allotments had the Texas Legislature not taken action.

At the recommendation of the department, the legislature authorized the creation of four new state-administered services to provide social care for SSI recipients. These are homemaker, chore, day care and foster care services. The initial state appropriation for these services in 1974 was \$3 million, matched by federal funds at a proportion of 75 percent (federal) to 25 percent (state).

Basically, homemaker and chore services include professional performance of personal care and household tasks in the recipient's own home. These services may be provided by: (1) private agencies who have contracts with DHR; (2) individuals with whom the case worker makes an Individual Provider Agreement; or (3) DHR Community Service Aides if the state office authorizes such a staff.

Day care services include all types of facilities and personnel who, by contract with DHR, provide personal care and a social setting for recipients who need care during working hours.

Foster care service is full-time care for no more than three unrelated aged individuals in a private family residence.

These four types of DHR services are proving to be important in supporting the SSI program and its basic advocacy of the dignity of the recipient.

Care Corps

Care Corps is the volunteer service program of the department. Through Care Corps, Texas citizens express their concern for public aid recipients by offering community service.

Volunteers serve in four general ways: they may be members of boards, advisory committees, and policy-making bodies. They may perform administrative services such as consultation in a specialized area, or do general office work.

They may perform indirect services such as providing facilities, equipment, clothing, or monetary contributions. They may also perform direct services



for recipients such as transportation, telephone reassurance, tutoring and being friendly visitors.

Voluntarism is an American tradition. The American belief in self-help, the importance of each individual, and sanctity of home and family combined with the Judeo-Christian tradition of ac-

cepting personal responsibility for others who are in need of some kind of help, gives impetus to the incorporation of volunteers into public welfare services.

A hundred years ago, most social workers were volunteers working in settlement houses, hospitals, prisons, and mental institutions. In the second half of the 20th century, government rapidly absorbed social welfare programs.

Experience has taught, however, that large government programs may prove wasteful or ineffective without the involvement of local communities in planning and execution. One effective means of involving the community is to use volunteers on boards and committees.

Who is a volunteer? A volunteer is a person (or group) who gives time, service or contributions to clients or the department without compensation from the department for those services, other than reimbursement of expenses. Agencies recruit volunteers through churches, volunteer bureaus, the Junior League, and other service organizations. Two more recently tapped sources of interest to public welfare agencies are the retired older citizen and the student population.

Recipients, current and former, have volunteered their particular knowledge and skills in helping other recipients. Labor unions, often in cooperation with employers, have provided valuable volunteer skills in improvement of substandard dwellings, repair of automobiles and household appliances, and improving home safety.

Artists, actors, musicians, and athletes have contributed their special talents in public relations, public information, fund raising, and in working directly with clients in skill development and interpersonal helping.





Mass media, especially television, bring social problems into the living room. The instantaneous visualization of what is going on in the world increases awareness of social problems. It is important to remember that while the volunteer serves the client and the agency, he is also getting a personal reward himself.

Since the volunteer's reward is personal satisfaction, the volunteer's assignment must meet his expectations. All volunteers need to know exactly what the job is, how much time it will take, and what results are expected. All staff, whether volunteer or professional, like to feel that they have had some influence in formulating or in giving direction to the activity in which they are involved.

Voluntarism truly supplements (not supplants) the professional service of the agency.

Civil Rights

Title VI of the Civil Rights Act of 1964 prohibits discrimination by DHR toward clients we serve. It says in part: "No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance."

Section 602 of the same title guarantees right of appeal.

Section 603 makes the Department of Human Resources subject to judicial review.

Specific discriminatory actions prohibited include:

- Denying, on the basis of race, color, or national origin, any service, financial aid, or other benefit provided under any program for which federal financial assistance is authorized to be extended to a recipient under law administered by the department;

- Providing any service, financial aid, or other benefit to an individual which is different, or is provided in a different manner from that provided others under the program;

- Subjecting an individual to segregation or separate treatment in any matter related to his receipt of any service, financial aid, or other benefit under the program;

- Restricting an individual in any way in the enjoyment of any advantage or privilege enjoyed by others receiving any service, financial aid, or benefit under the program;

- Treating an individual differently from others in determining whether he satisfies any admission, enrollment, quota, eligibility, membership, or other requirement or condition which individuals must meet in order to be provided any service, financial aid, or other benefit provided under the program;

- Denying an individual an opportunity to participate in the program through the provision of services, or otherwise to afford him an opportunity to do so which is different from that afforded others under the program.

The department may not, directly or through contractual or other arrangements, utilize criteria or methods of administration which have the effect of subjecting individuals to discrimination because of their race, color, or national origin, or have the effect of defeating or substantially impairing accomplishment of the objectives of the program as respecting individuals of a particular race, color, or national origin.

Title VII

Title VII is the Equal Employment Opportunity/Affirmative Action section and concerns DHR and its employees or job applicants. It specifies that all levels of government, government agencies, and political subdivisions are covered by the Equal Employment Opportunity Act.

The title makes unlawful any act by an employer which discriminates against any individual

on the basis of race, color, religion, sex, national origin or handicap in hiring or otherwise limits, segregates, or classifies an employee or applicant on that basis.

DHR's Affirmative Action Plan affirms support of the national goal of achieving equal opportunity for every race, color, sex, creed, and nationality and establishes goals, objectives, and timetables to move the agency forward to that goal.

Recruitment, hiring, and promotion for all jobs are based on equal opportunity for all applicants if they qualify for the position.

Hiring and promotion are to be based on the individual's qualifications and the requirements established for the job.

Equality of treatment extends to such actions as compensation, benefits, transfers, layoffs, return from layoffs, and agency-sponsored training, promotions, education, and tuition assistance.



DHR GLOSSARY

ABD—aged, blind, and disabled
AFDC—Aid to Families with Dependent Children program
Alternate Care—primarily services to the aged to prevent premature placement in or to effect release from a nursing home
Applied income—that portion of a client's income which must be applied toward the cost of institutional care
Assistance grant—cash payment to client
ATP—authorization to purchase (food stamps)
AV—audio-visual

CAA—Community Action Agency
CANRIS—Child Abuse and Neglect Report and Inquiry System
Care Corps—volunteer organization of DHR
Caretaker—a relative authorized to care for an AFDC child
CASPP—Comprehensive Annual Services Program Plan (Title XX State Plan)
CEB—Continuing Education Bureau
Certification—confirmation of client eligibility or meeting certain DHR standards for a service
CETA—Comprehensive Employment Training Act
CFR—Code of Federal Regulations
Chore Services—a service for aged and disabled at home (includes shopping, home maintenance, etc.)
Client—recipient of any DHR service or assistance
COG—Council of Governments
Comprehensive home health care—combined social and medical services for aged and disabled clients in their homes
CSC—Child Support Collections
CWS—Child Welfare Services

Day activities for adults—planned or supervised activities for adult clients during the day
Day care—care for children in licensed or registered facilities for less than 24 hours a day
DCO—Deputy Commissioner for Operations
Diversion of income—allocation of part of a client's income to his dependents
DOL—U.S. Department of Labor
DHR/VR—cooperative program between DHR and the Texas Rehabilitation Commission and Texas Commission for the Blind

E-Letter—executive letter
ECF—Extended Care Facility (a type of nursing home)
EEOC—Equal Employment Opportunity Commission
E & E review—effectiveness and efficiency review
Eligibility review—review of variable conditions of eligibility on an active case (sometimes called "recertification")
EOB—Explanation of Benefits (medical)

EPSDT—Early and Periodic Screening, Diagnosis, and Treatment
ESL—English second language

Fair hearings—informal proceedings held before a DHR hearing officer in which a client or his representative may appeal adverse decisions or delays affecting his case
Family Code—Texas laws related to children and families
Family Day Home—care of six or fewer children in a home other than their own for less than 24 hours a day
Family Planning—a service providing information, education, examination, and counseling related to birth control and pregnancy
Family services—range of services provided to eligible families of DHR clients
FFP—federal financial participation
FIDCR—Federal Interagency Day Care Requirements
Fiscal Management System—system to monitor and evaluate appropriations and expenditures
Fiscal year—annual period for which funds are appropriated
FMS—(See "Fiscal Management System")
FNS—Food and Nutrition Service
FS—Financial Services (financial assistance programs—mainly AFDC and Food Stamps)
FSP—Food Stamp Program

GAFAW—Generic Application Forms and Worksheets

HEW—U.S. Department of Health, Education and Welfare
HIB—Hospital Insurance Benefits (Part A of Medicare)
HMO—Health Maintenance Organization
Homemaker Service—a service for the aged or disabled at home (includes personal hygiene, etc.)
HRC—Human Resource Coordinator
HUD—U.S. Department of Housing and Urban Development

ICF II & ICF III—Intermediate care facilities (levels of nursing home care)
Intake—Process of receiving applicants, inquiries, and referral at a DHR office in the community
IPD—Information and Publications Document
I & R—information and referral

LAR—Legislative Appropriations Request
LBB—Legislative Budget Board

Level of Care—classification of nursing home care depending on severity of patient's condition—ICF II is lowest level and skilled is highest level of care.

LMAC—Local Manpower Advisory Council

MA—Medical Assistance

MAO—Medical Assistance Only

Maximum grant—maximum amount of financial assistance available to a client (See "Assistance grant")

ME—Medical Eligibility

Medicaid (Title XIX)—a state administered, federal-state funded program to provide medical assistance to eligible clients

Medicare (Title XVIII)—a federally administered and funded medical insurance program for persons 65 years of age or older, and certain disabled persons

Medical services—administration of DHR medical assistance programs, primarily components of Medicaid

MRT—Medical Review Team

MTS—Management Tracking System

NOA—Notice of Application (for DHR assistance or services)

Non-PA (or NPA)—Non-public assistance (usually a term used to describe non-welfare households receiving food stamps)

OASDI—Old Age, Survivors, and Disability Insurance

OJT—On-the-job training

OTI—Out-of-town inquiry

Outreach—program information supplied to potential clients

PA—Public Assistance (financial)

PAW—Public Assistance Withholding (a plan for clients to have money withheld from individual assistance grants to pay for food stamps)

PD—Program Director

PERD—Program Evaluation and Review Division

PMS—Program Management Specialist

PPD—Program and Policy Development Division

Protective Services—generic term used to describe all services to protect abused, neglected, or exploited children or eligible adults

Provider—sometimes called vendor; a person, group, or agency, other than DHR worker, who performs a service to a client (such as a doctor, an audiologist, a nursing home, a home help worker, or a day care facility) for a fee that is paid by DHR.

PSE—Public Service Employment

QC—Quality Control (review of random sample cases to determine correctness of assistance provided)

RAT—Regional Administrative Team

RDAM—Regional Director for Administrative Management

RDCE—Regional Director for Continuing Education

RDCS—Regional Director for Child Support

RDFS—Regional Director for Financial Services

RDMS—Regional Director for Medical Services

RDSS—Regional Director for Social Services

Referral—process of sending applicants or recipients to other appropriate agencies for assistance

RIO—Regional Information Office or Officer

SCD—State Contracts Division

Service Plan—plan formulated by client and social worker for social service delivery

SMIB—Supplementary Medical Insurance Benefits (Part B of Medicare)

SMSC—State Manpower Services Council

Social Services—services, other than financial and medical, provided for families and individuals

SRS—Social and Rehabilitative Services (a unit of HEW)

SS—Social Services

SSA—Social Security Administration

SSI—Supplemental Security Income

SSMS—Social Services Management System

Titles to Social Security Act—(eight most commonly referred to)

II—Old Age, Survivors, and Disability Insurance Benefits

IV-A—AFDC; WIN Social Services

IV-B—Child Welfare

IV-D—Child Support Collections

XVI—SSI (formerly ABD)

XVIII—Medicare

XIX—Medicaid

XX—Social Services

TPEA—Texas Public Employees Association

TRC—Texas Rehabilitation Commission

USDA—U.S. Department of Agriculture

VA—Veterans Administration

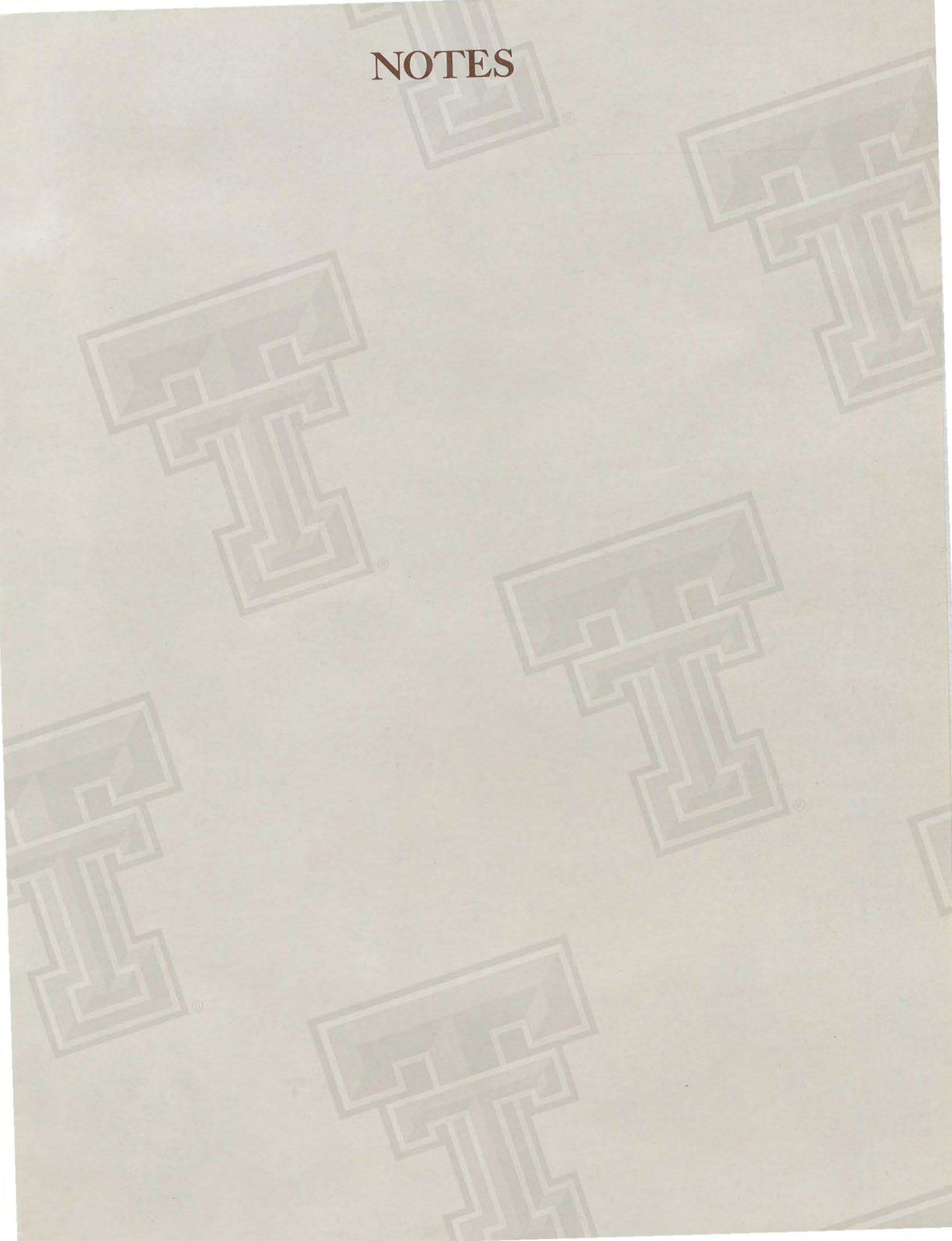
Vendor payments—DHR payment to providers of care to clients (foster home care, day care, nursing home care, medical or pharmaceutical services, etc.)

VR—Vocational Rehabilitation

WIN—Work Incentive Program

ZBB—Zero-Based Budgeting

NOTES





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