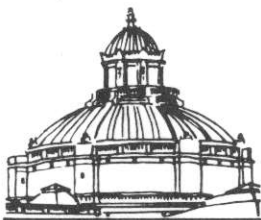


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TITLE XX OF THE SOCIAL SECURITY ACT: PROGRAM DESCRIPTION, CURRENT ISSUES . 1981

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ABSTRACT

This report discusses the history and issues which led to enactment of title XX of the Social Security Act, which authorizes Federal spending for social services to the low-income. A description of the current program is included, and issues which arose after enactment of title XX are outlined. The report also discusses issues which are likely to emerge during the 97th Congress.

TITLE XX OF THE SOCIAL SECURITY ACT: PROGRAM DESCRIPTION, CURRENT ISSUES

I. INTRODUCTION

Title XX of the Social Security Act is an approximately \$3 billion Federal program that reimburses States for costs incurred in providing social services to the low-income. The program operates as a block grant to States, with broad Federal guidelines and maximum decision-making authority at the State level.

Although title XX was not enacted until 1975, the Federal Government in 1956 began reimbursing States for social services to welfare recipients under other titles of the Social Security Act. Through amendments enacted in 1962 and 1967, Congress encouraged States to claim reimbursement for social services until 1972, when a nationwide Federal ceiling was imposed on the program to contain costs. This spending ceiling has remained a major issue since enactment of title XX in 1975. Other issues have included child day care, eligibility requirements, training, citizen participation, and the role of State and local governments.

In February 1981, President Ronald Reagan proposed expanded block grants for social services and health programs. This report will trace the history of Federal spending for social services, discuss the enactment of title XX and subsequent issues, and briefly touch upon the Reagan Administration expanded block grant proposal.

II. BACKGROUND

The Federal Government entered the field of social insurance for needy citizens in 1935, after the Great Depression had overwhelmed the resources of private, State and local groups, which previously had been the sole providers of aid to the poor. The landmark Social Security Act of 1935 aimed to ease the financial burden of aged and retired workers, the temporarily unemployed, and other needy individuals who could not work for reasons such as handicap. For the first time, the Federal Government paid half the cost of providing cash assistance, although States continued to determine benefit and eligibility levels.

Social services for welfare recipients were not included in the original Social Security Act, although it was later argued that cash alone would not meet all needs of the poor. Social services for welfare recipients became eligible for 50 percent Federal funding in 1956, but this matching rate was not sufficient incentive for many States and few chose to participate. The Social Security Act was amended in 1962, with new emphasis on the importance of preventive and rehabilitative services, and a higher Federal matching rate for services of 75 percent. The 1962 amendments also expanded eligibility for social services to former and potential welfare recipients, and authorized States to contract for services with other public agencies. No maximum was placed on the Federal expenditure level for social services.

The 1962 amendments failed to achieve one of their goals, which was to stop the rapid influx of people onto the welfare rolls. Despite the expanded social services program in which all States were participating by 1967, the

Despite hopes that expanded services to former, current and potential welfare recipients would ease demand on the cash assistance program, the number of people on the AFDC rolls continued to grow, more than doubling between 1967 and 1972. At the same time, Federal spending for social services skyrocketed from \$281.6 million in fiscal year 1967 to \$1,688.4 million in fiscal year 1972. The reasons for this explosion in spending were several. The law itself was vague in its definition of eligible services. Further, HEW's regulations liberally defined eligible individuals as anyone who received public aid within the last two years or was likely to need aid within the next five years. Regulations allowed group and neighborhood eligibility determinations, further enlarging the population eligible for social services. Finally, States, which were becoming increasingly sophisticated in the field of grantsmanship, were using the law's purchase of service authority to maximize the 75 percent Federal reimbursement rate for social services. A report prepared for HEW in 1972 by Touche Ross and Company found that many services purchased by States and reimbursed at the 75 percent Federal matching rate previously had been provided directly by States with State funding. 1/ According to Martha Derthick of the Brookings Institution, the surge in Federal social services spending occurred during a time generally characterized by rising demand for Federal benefits and greater Federal responsiveness to States. 2/

This unprecedented growth in Federal social services spending prompted the Administration in 1971 and 1972 to propose that a ceiling be placed on the program, which Congress agreed to in late 1972. A nationwide ceiling of \$2.5

1/ Touche Ross and Company. Cost Analysis of Social Services, Final Report: National Results and Site Analysis. U.S. Department of Health, Education and Welfare, 1972. p. 10.

2/ Derthick, Martha. Uncontrollable Spending for Social Services. Brookings Institution, 1975. p. 29.

on title XX, "the Department of Health, Education and Welfare can neither mandate meaningful programs nor impose effective controls upon the States." Congress wanted to give maximum flexibility to the States in designing their social services programs, but in a way that would promote responsible and conservative spending. The legislation which authorized title XX emerged after months of negotiations among congressional staff members, public interest groups, representatives of State and local government, and HEW officials.

III. ENACTMENT OF TITLE XX

Title XX of the Social Security Act, P.L. 93-647, consolidated and replaced the authorizations for services to welfare recipients previously found in titles IV and VI of the Act. Although title XX did not create a new program, it did attempt to make significant changes in the way social services are provided to the low-income. The law requires at least half of each State's Federal allotment to be used for services to AFDC, SSI or Medicaid recipients. However, the remaining funds may be used to provide services to anyone whose income does not exceed 115 percent of the State's median income. Fees must be charged to individuals or families with incomes between 80 percent and 115 percent of the State's median, and fees may be charged to people with incomes below 80 percent. Three types of services--information and referral, family planning and protective services--may be provided to anyone regardless of income.

In addition to broadening the number of people eligible for social services, title XX established five broad goals which services must be designed to meet:

- achieving or maintaining economic self-support to prevent, reduce or eliminate dependency,
- achieving or maintaining self-sufficiency, including reduction or prevention of dependence,
- preventing or remedying neglect, abuse or exploitation of children and adults unable to protect their own interests, or preserving, rehabilitating and reuniting families,
- preventing or reducing inappropriate institutional care by providing for community-based care, home-based care or other forms of less intensive care, and

conform with the law. An amendment enacted in 1980 now allows States the option of multi-year, rather than annual, planning.

The law creating title XX retained the \$2.5 billion nationwide ceiling on Federal expenditures for social services, with State allocations based on relative population size. This ceiling has since been raised (see page 13). The 75 percent Federal matching rate also was retained, with an exception for family planning services which receive 90 percent Federal reimbursement.

The original title XX law mandated that the 1968 Federal Interagency Day Care Requirements be applied to out-of-home child care paid for by title XX. This requirement proved to be one of the most controversial aspects of the new law (see page 15). The title XX statute also authorized a separate training program for State and local social services workers, with a matching rate of 75 percent Federal/25 percent non-Federal. The training program did not fall under the \$2.5 billion ceiling, and Federal expenditures for training remained open-ended until 1980 (see page 21).

Some restrictions were placed on the use of title XX funds. For example, funds could not be used for most medical care except family planning, construction or capital improvements, most room and board except emergency short-term services, educational services generally provided by public schools, expenses which could be reimbursed by Medicare, most hospital, nursing home or foster home care, and cash payments. The law also included a nonexclusive list of allowable services, such as: child care, protective services for children and adults, services for children and adults in foster care, day care for adults, transportation, training and related services, employment services, information and referral, counseling, preparation and delivery of meals, health support services and appropriate combinations of services designed to meet the special

IV. POST-ENACTMENT ISSUESA. Spending Ceiling

The DHEW in 1972 predicted Federal spending for social services would jump from \$1.7 billion in that year to \$4.7 billion in fiscal year 1973 if no changes were made in the program. Congress responded by imposing a \$2.5 billion nationwide ceiling on Federal expenditures for social services, hoping to stop the wildfire growth in the program. When title XX was enacted in 1975 and consolidated the Federal social services programs, Congress kept intact the \$2.5 billion ceiling. However, an Urban Institute report in 1977 said the ceiling has not succeeded in stopping growth in spending. 3/

According to the Urban Institute, the ceiling actually encouraged growth in States which hadn't been spending at the maximum allowable level, and caused additional spending of State and local funds in States which had reached their Federal ceiling. The ceiling also led to the practice of intertitle transfers, in which States finance certain social services, such as health services or certain services for children, through other titles of the Social Security Act which are open-ended, such as Medicaid and AFDC, and reserve their title XX dollars for services not reimbursable by other Federal programs. This practice not only causes additional Federal spending, but also allows States to circumvent certain requirements which are attached to title XX but not to the other

3/ The Impact of the Federal Expenditure Ceiling on Title XX Social Services. Working Paper No. 0990-20. Urban Institute, 1977. p. iv.

June 17, 1980, after almost two years of congressional debate, President Carter signed P.L. 96-272, which authorized a variety of amendments to title XX, including a gradual increase in the spending ceiling. The new law indexed the title XX ceiling so that the following levels are authorized: \$2.7 billion in fiscal 1980; \$2.9 billion in fiscal 1981; \$3.0 billion in fiscal 1982; \$3.1 billion in fiscal 1983; \$3.2 billion in fiscal 1984; and \$3.3 billion in fiscal year 1985. The law also permits reallocation to other States of any unused funds in fiscal year 1980.

Of the total amounts available for title XX in fiscal years 1980 and 1981, P.L. 96-272 makes available \$200 million for child care with no State or local matching requirements. In fiscal year 1982 and beyond, the law permits States to use up to 8 percent of their title XX allotment for 100 percent federally-financed child care. The law also makes permanent a provision allowing 100 percent Federal grants for hiring welfare recipients as child care workers.

B. Child Day Care

The history of the child day care controversy in title XX can be traced at least as far back as 1968, when the Federal Interagency Day Care Requirements (FIDCR) were published. Those requirements set standards for child-staff ratios, health and safety, educational services, nutrition, staff training, parent involvement and other aspects of day care. Title XX for the first time specifically authorized denial of Federal assistance if day care services did not comply with the FIDCR. Title XX modified the FIDCR somewhat, relaxing the child-staff ratios for children aged 10-14 and recommending, rather than requiring, the education provisions. Title XX also required establishment of Federal staffing standards for center care of infants and children under three years old. Previously, States set their own standards for very young children.

Five months after he vetoed H.R. 9803, President Ford signed into law P.L. 94-401, authorizing group eligibility determinations under title XX. This measure also contained child day care provisions similar to those of the vetoed legislation. Because the previous moratorium on enforcement of preschool staffing standards had expired on February 1, 1976, HEW was concerned that States out of compliance with the standards would lose Federal financial assistance. The new law continued the moratorium through September 30, 1977. HEW was scheduled to submit its study of the day care regulations by July 1, 1977, and Congress anticipated revisions could be made in the standards before the moratorium expired.

P.L. 94-401 made available an additional \$240 million (\$40 million for the transition quarter, \$200 million for fiscal year 1977) above the title XX ceiling, with no State or local matching requirements if used for child day care or to hire welfare recipients as child day care workers. The law also extended the welfare recipient tax credit through September 30, 1977, setting the maximum credit at 20 percent of the employee's wages.

As discussed in the previous section of this report, the additional funds provided under P.L. 94-401 did not guarantee increased resources for child day care. Because no maintenance-of-effort provision was included in the law, States were free to use the new funds, with their higher matching rate, to replace funds previously used for day care at the lower reimbursement rate. This practice freed up funds which then could be used for other social services. According to preliminary data examined by the Urban Institute, at least 20 States used P.L. 94-401 funds in this manner to some extent. 4/

4/ Benton, Bill, Tracey Feild, and Rhona Miller. Social Services: Federal Legislation vs. State Implementation. Report No. URI 23700. Urban Institute, 1978. p. 60.

A new set of Federal day care standards was proposed in the June 15, 1979, Federal Register. More than 4,000 written comments were submitted on the proposal and public hearings were held in each of the 10 Federal regions. A final set of standards was published on March 19, 1980. Most provisions except those dealing with training were scheduled to take effect October 1, 1980. Training requirements were scheduled to become effective April 1, 1981. The regulations are comprehensive and include standards for staff training, child-staff ratios and group size, nutrition, health and safety, physical environment, parent involvement, social services, and other components of day care. Separate standards are provided for day care centers and day care homes. The final regulations apply to most child care programs currently administered by the DHHS, including title XX. Head Start, which has its own set of performance standards, and day care financed through the AFDC work-related expense deduction are not subject to the new requirements.

Action was taken late in the 96th Congress to postpone implementation of the new child care regulations, for programmatic as well as budgetary reasons. As part of the fiscal year 1981 budget reconciliation process, the House and Senate were ordered to recommend spending reductions. The Senate, but not the House, recommended postponing implementation of the day care standards until October 1, 1981, for a savings then estimated by the Congressional Budget Office (CBO) at \$20 million. HHS estimates the savings at between \$1.7 million and \$3.3 million. CBO has subsequently revised its estimate to \$8.15 million. A House-Senate conference committee agreed on November 21, 1980, to postpone implementation of the regulations until July 1, 1981. Conferees also directed the DHHS to help States conduct a systematic assessment of current practices in title XX day care programs and submit a report on these assessments to Congress by June 1, 1981. In the meantime, State and local standards will apply to title XX day care.

to the Ways and Means Committee report on H.R. 12455, this six-month extension was designed to provide time for congressional consideration of the Ford Administration's proposed revisions in title XX. These revisions were never fully considered by the Congress, however. The Senate, in its amendments to H.R. 12455, chose to eliminate income eligibility requirements altogether from title XX, and instead allow States to set their own eligibility requirements.

The conference committee version of H.R. 12455, enacted as P.L. 94-401 on September 7, 1976, retained the maximum eligibility limit of 115 percent of median income for title XX services, but allows States to determine eligibility on a group basis, as long as "substantially all" members of the group have incomes below 90 percent of the State median. In its regulations, HEW defined "substantially all" as no less than 75 percent of the group. Congress retained the requirement for individual eligibility determinations for child day care programs, except those serving children of migrant workers. P.L. 94-401 also added family planning to the list of universal services, which are provided to anyone regardless of income. The original title XX statute included only information and referral and protective services as universal services.

D. Training

Although Federal spending for title XX services is limited by a nationwide expenditure ceiling, States also may be reimbursed for training costs related to title XX outside the nationwide ceiling. The original statute authorized 75 percent Federal matching for training expenses with no maximum placed on total Federal spending. However, training expenditures soon skyrocketed, more than tripling from \$31 million in fiscal year 1976 to approximately \$104 million in fiscal year 1979, according to HHS estimates.

E. Role of State Governments

Title XX gives a great deal of flexibility to States in deciding what services to provide and to whom. After conducting the comprehensive needs assessment and planning process required by the statute, States are expected to design a social services program most appropriate to the needs of their citizenry, within certain broad guidelines. As a result, State plans vary considerably. In 1980, Congress gave additional flexibility to States by allowing them to choose either a one-year, two-year, or three-year planning cycle. Previously States had to assess their programs and publish their plans annually. Under the terms of P.L. 96-272, States choosing a two-year or three-year cycle will be required to publish information about their programs at intervals set by the DHHS.

One intended by-product of this comprehensive planning process was greater coordination at the State level of services funded through title XX and those financed by other human service programs. Urban Institute research shows State-level coordination to have increased since enactment of title XX but to have been greatest during the first year after enactment. Coordination, although encouraged, is not mandated by the law, and, according to the Urban Institute, actual disincentives to coordination exist for State agencies administering programs. For example, services funded through other programs but included in the title XX services plan must meet title XX requirements. At the same time, these services also must be included in the plan for whatever program is financing them. ^{5/}

Although it was not an explicit goal of the legislation, reorganization of State social services departments (SSDs) has occurred in many States since

^{5/} Ibid., p. 23-30.

of their allotment, there has been less incentive for the general public or local governments to influence the planning process, since much of the money is already guaranteed for ongoing projects.

Many decisions regarding social services are predetermined by the State budget, further inhibiting citizen participation. Also, while States are required by law to receive input from the general public and other units of government, they are not required to act upon these recommendations. Both the 95th and 96th Congresses considered legislation which would have required States to consult with local officials prior to publication of the proposed State social services plan, and to describe this consultation process in the published plan. However, no such requirement was enacted into law.

Citizen participation in title XX planning has been dominated largely by provider representatives, such as associations of day care centers, rather than consumers of services. In fact, the Urban Institute suggests the public participation experienced under title XX represents neither consumers nor the general public. ^{9/} A Grantsmanship Center analysis of title XX also found the planning process to be dominated by State social services departments and provider groups, and cited the funding ceiling as a key reason for noninvolvement among consumers. The need to be well-organized, the difficulty in obtaining non-Federal matching money, and the complexity of title XX itself also were noted by the Grantsmanship Center as factors inhibiting consumer participation. ^{10/}

States have varied dramatically in their approaches to citizen participation. However, of 24 States studied by researchers at the University of Texas at Austin, all but one went further than required by HEW to encourage citizen

^{9/} Ibid., p. 44.

^{10/} Title XX Social Services: Many Changes, Many Problems. The Grantsmanship Center News, issue 20, April-June 1977.

with other human service programs: coordinated decision-making, coordinated planning, integrated services, and information sharing. 14/

Little data exist on the national level indicating the extent to which title XX actually is coordinated with other programs, or the extent to which overlapping services are provided. In an August 1980 report to Congress, HHS pointed out that title XX requires States to describe in their services plans how programs will be coordinated with other titles of the Social Security Act, such as AFDC, Supplemental Security Income (SSI), Work Incentives (WIN), child welfare services and Medicaid, but States are not required to describe their coordination with other programs. 15/

Some research has been conducted on coordination between title XX and the network of State and area agencies on aging authorized by the Older Americans Act. The Urban Institute reported in September 1978 that aging network involvement in social services decision-making increased after enactment of title XX, although State units on aging were far more active than area agencies. This involvement generally took the form of interagency agreements, participation in title XX advisory boards, exchange of plans and needs assessment materials, negotiating purchase-of-service contracts and attending public hearings. The Urban Institute also noted, however, that States too often viewed interagency agreements as the end of the coordinative process, rather than the beginning. The mere existence of these agreements did not guarantee their implementation and often gave the illusion of coordination without the reality. Nonetheless,

14/ U.S. Department of Health, Education and Welfare. A Decision-Maker's Guide to Program Coordination and Title XX, Region X, 1975. p. 42.

15/ U.S. Department of Health, Education and Welfare. Office of Human Development Services. Implementation of Title XX Social Services Programs: a Report to Congress, 1980. p. 87-88.

Services was abolished and most of its staff dispersed to other OHDS units, such as the Administration on Aging and Administration for Children, Youth and Families. The reason for this, according to then-OHDS Assistant Secretary Cesar Perales, was the failure of APS to integrate social service delivery. The placement of title XX personnel in each of the categorical program units was an attempt to bring about such integration, Perales said. An Office of Program Coordination and Review, reporting directly to the assistant secretary, was created to take over title XX administrative responsibilities. The 1980 reorganization also brought together policy, planning, research and evaluation functions for all OHDS programs into a new Office of Policy Development. Management responsibilities for all OHDS programs similarly were united in a new Office of Management Services. Previously, these functions had been scattered throughout OHDS.

I. Program Evaluation

The General Accounting Office (GAO) in 1973 reported that Federal social services for welfare recipients were not achieving the goal of moving people off welfare rolls and into self-sufficiency. ^{18/} Since then, the demand has increased for evaluation data on the effects of services on clients. The title XX legislation does not require States to evaluate their social services programs, although they are encouraged to do so. The Urban Institute reported in 1978 that enactment of title XX did not cause an immediate increase in the evaluation activities of States, although it was expected these efforts would expand in subsequent years.

^{18/} U.S. General Accounting Office. Social Services: Do They Help Welfare Recipients Achieve Self-Support or Reduced Dependency? B-164031(3), 1973.

by title XX. 22/ Another GAO evaluation in 1980 was critical of the procedures used by State title XX agencies when purchasing services from other organizations. In that report, GAO said services were purchased using such vague contracts that States didn't know what contractors were committed to deliver or whether they had met their commitment. Further, GAO said States reimbursed contractors for whatever costs were billed, up to the contract price, regardless of whether all services actually were delivered. 23/

In 1978, the Senate Finance Committee reported legislation that would have required the GAO to undertake a major evaluation of the title XX program. Specifically, the Committee wanted GAO to examine the extent to which expenditures were meeting the intent of the law, the criteria States were using in making funding decisions and determining what kinds of services to provide, and the extent to which the Federal Government and States were using evaluations to determine the cost-benefit effectiveness of programs. This provision, however, was not enacted into law.

22/ U.S. General Accounting Office. State Programs for Delivering Title XX Social Services to Supplemental Security Income Beneficiaries Can Be Improved. HRD-79-59, 1979.

23/ U.S. General Accounting Office. Federal and State Actions Needed to Overcome Problems in Administering the Title XX Program. HRD-81-8, 1980.

V. EMERGING ISSUES IN TITLE XX

Since enactment of title XX in 1974, the issue receiving the greatest amount of congressional attention has been the spending ceiling. The 96th Congress attempted to devise a long-term resolution of that issue by enacting legislation that will provide cost-of-living increases, gradually raising the ceiling to \$3.3 billion in fiscal year 1985. However, in fiscal year 1979 with a ceiling of \$2.9 billion, nearly all States were spending their maximum allotments. Given current inflation rates, Congress likely will continue to feel pressure to raise the ceiling even higher than called for by the new law (P.L. 96-272). At the same time, this pressure will likely be countered by congressional and Executive Branch desires to restrain growth in Federal spending and possibly reduce spending for social services.

Because of the difficulties associated with obtaining an overall increase in the title XX ceiling, efforts instead might focus on obtaining an increase earmarked for specific population groups. A precedent for earmarking was set in 1977 when \$200 million was earmarked for child day care. Another potential proposal would merge some of the categorical social services programs, such as those targeted on the elderly, children or handicapped, into the title XX block grant system. In February 1981, the Reagan Administration announced a proposal to merge a number of health and social services programs into one or more block grants to States. Funding for fiscal year 1982 for these programs would be 75 percent of the amount they received in fiscal year 1981, under the Administration's proposal. Title XX is a likely candidate for inclusion into one of the new proposed block grants.

also recommended the development of ways to better coordinate title XX with other human service programs. HHS further said efforts should be undertaken to develop standards for the delivery of services.

A number of other recommendations have been made regarding title XX by individuals and organizations, such as revising the formula to reflect each State's poverty population or authorizing reimbursement for planning outside the spending ceiling, but few have yet been discussed seriously in Congress. Many of the issues which emerged after enactment, such as multi-year planning authority, a separate allotment for Puerto Rico, the Virgin Islands, Guam and the territories, coverage of protective services for adults, were authorized by the 96th Congress, when legislation was enacted to raise the ceiling.

The Reagan Administration's proposal for a new social services block grant will likely be the major issue related to title XX that will face the 97th Congress. If a block grant approach is adopted, questions must be answered such as which programs to include; what Federal strings to attach; what funding level to authorize; what funding allocation formula to use. If title XX is not incorporated into a new block grant, the spending ceiling and child day care are likely to remain current issues.

APPENDIX A: FEDERAL GRANTS TO STATES FOR SOCIAL SERVICES, 1963-1982

Fiscal Year	Amount (\$ in millions)
1963	\$ 194.3 <u>a/</u>
1964	244.4 <u>a/</u>
1965	295.1 <u>a/</u>
1966	359.1 <u>a/</u>
1967	281.6
1968	346.7
1969	354.5
1970	522.0
1971	740.9
1972	1,688.4
1973	1,607.4
1974	1,562.7
1975	1,962.6
1976	2,130.4
Transition Quarter	518.2
1977	2,415.4
1978	2,617.0
1979	2,818.4
1980 (est.)	2,691.0
1981 (est.)	2,916.0 <u>b/</u>
1982 (est.)	3,016.0 <u>b/</u>

a/ Until FY 1967, all social service funds were combined with administration and training funds and are not separately identifiable.

b/ Carter Administration estimates; President Reagan has proposed title XX be included in a new block grant with FY 1982 funding set at 75 percent of its FY 1981 level.

Source: Department of Health and Human Services.

APPENDIX B: TITLE XX STATE ALLOTMENTS, FY 1981

<u>Fiscal Year 1981</u>			
State	Social Services	Child Day Care	Total
Alabama	\$ 46,332,057	\$ 3,432,004	\$ 49,764,061
Alaska	4,989,797	369,614	5,359,411
Arizona	29,146,356	2,158,989	31,305,345
Arkansas	27,066,241	2,004,907	29,071,148
California	276,036,044	20,447,115	296,483,159
Colorado	33,058,950	2,448,811	35,507,761
Connecticut	38,370,669	2,842,272	41,212,941
Delaware	7,218,490	534,703	7,753,193
District of Columbia	8,345,218	618,164	8,963,382
Florida	106,407,722	7,882,054	114,289,776
Georgia	62,948,204	4,662,829	67,611,033
Hawaii	11,106,321	822,691	11,929,012
Idaho	10,871,071	805,264	11,676,335
Illinois	139,206,659	10,311,604	149,518,263
Indiana	66,538,876	4,928,806	71,467,682
Iowa	35,857,199	2,656,088	38,513,287
Kansas	29,072,066	2,153,486	31,225,552
Kentucky	43,310,939	3,208,218	46,519,157
Louisiana	49,105,542	3,637,447	52,742,989
Maine	13,508,358	1,000,619	14,508,977
Maryland	51,297,090	3,799,785	55,096,875
Massachusetts	71,491,528	5,295,668	76,787,196
Michigan	113,774,792	8,427,762	122,202,554
Minnesota	49,625,570	3,675,969	53,301,539
Mississippi	29,765,437	2,204,847	31,970,284
Missouri	60,174,719	4,457,386	64,632,105
Montana	9,719,579	719,969	10,439,548
Nebraska	19,377,250	1,435,352	20,812,602
Nevada	8,171,875	605,324	8,777,199
New Hampshire	10,784,400	798,844	11,583,244
New Jersey	90,720,196	6,720,015	97,440,213
New Mexico	15,006,535	1,111,595	16,118,130
New York	219,749,157	16,277,716	236,026,873
North Carolina	69,052,346	5,114,969	74,167,335
North Dakota	8,072,822	597,967	8,670,809
Ohio	133,090,134	9,858,528	142,948,662
Oklahoma	35,659,093	2,641,414	38,300,507
Oregon	30,260,701	2,241,535	32,502,236
Pennsylvania	145,484,145	10,776,603	156,260,748
Rhode Island	11,576,823	857,543	12,434,366
South Carolina	36,129,595	2,676,266	38,805,861
South Dakota	8,543,324	632,839	9,176,163
Tennessee	53,946,759	3,996,056	57,942,815
Texas	161,134,524	11,935,891	173,070,415
Utah	16,182,790	1,196,725	17,381,515
Vermont	6,029,853	446,656	6,476,509
Virginia	63,740,628	4,721,528	68,462,156
Washington	46,728,269	3,461,353	50,189,622
West Virginia	23,029,831	1,705,913	24,735,744
Wisconsin	57,933,644	4,291,381	62,225,025
Wyoming	5,249,810	388,876	5,638,686
Total	\$2,700,000,000	\$200,000,000	\$2,900,000,000

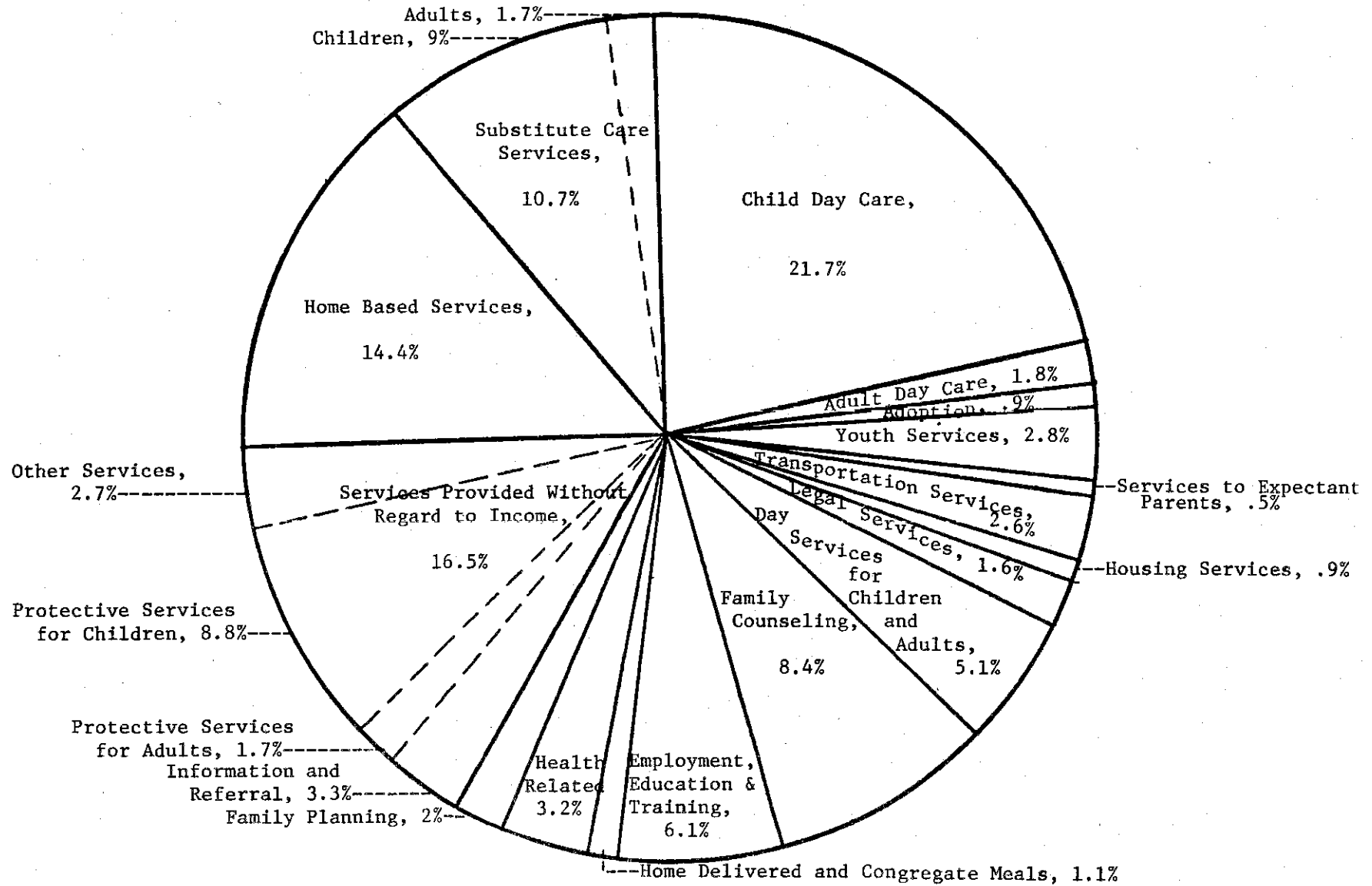
Source: Department of Health and Human Services.

APPENDIX C: TITLE XX STATE ALLOTMENTS, FY 1982

<u>Fiscal Year 1982</u>			
State	Social Services	Child Day Care	Total
Alabama	\$ 47,262,764	\$ 4,109,806	\$ 51,372,570
Alaska	5,091,187	442,712	5,533,899
Arizona	30,722,678	2,671,537	33,394,215
Arkansas	27,336,914	2,377,123	29,714,037
California	284,579,778	24,746,068	309,325,846
Colorado	34,760,515	3,022,654	37,783,169
Connecticut	39,061,691	3,396,669	42,458,360
Delaware	7,298,204	634,626	7,932,830
District of Columbia	8,226,154	715,318	8,941,472
Florida	111,103,236	9,661,151	120,764,387
Georgia	64,166,508	5,579,696	69,746,204
Hawaii	11,473,980	997,737	12,471,717
Idaho	11,348,581	986,833	12,335,414
Illinois	140,810,184	12,244,364	153,054,548
Indiana	67,715,291	5,888,286	73,603,577
Iowa	36,390,698	3,164,409	39,555,107
Kansas	29,706,949	2,583,213	32,290,162
Kentucky	44,228,117	3,845,923	48,074,040
Louisiana	50,385,192	4,381,321	54,766,513
Maine	13,756,236	1,196,194	14,952,430
Maryland	52,015,375	4,523,076	56,538,451
Massachusetts	72,342,502	6,290,652	78,633,154
Michigan	115,454,570	10,039,528	125,494,098
Minnesota	50,911,866	4,427,119	55,338,985
Mississippi	30,459,341	2,648,638	33,107,979
Missouri	61,031,540	5,307,091	66,338,631
Montana	9,856,337	857,073	10,713,410
Nebraska	19,737,754	1,716,326	21,454,080
Nevada	8,802,988	765,477	9,568,465
New Hampshire	11,122,863	967,206	12,090,069
New Jersey	91,942,317	7,994,984	99,937,301
New Mexico	15,561,977	1,353,215	16,915,192
New York	221,303,601	19,243,792	240,547,393
North Carolina	70,298,504	6,112,913	76,411,417
North Dakota	8,238,694	716,408	8,955,102
Ohio	134,565,330	11,701,333	146,266,663
Oklahoma	36,265,300	3,153,504	39,418,804
Oregon	31,688,248	2,755,500	34,443,748
Pennsylvania	147,105,199	12,791,756	159,896,955
Rhode Island	11,649,538	1,013,003	12,662,541
South Carolina	36,766,895	3,197,121	39,964,016
South Dakota	8,639,969	751,302	9,391,271
Tennessee	54,924,625	4,776,054	59,700,679
Texas	167,783,441	14,589,865	182,373,306
Utah	17,142,000	1,490,609	18,632,609
Vermont	6,182,155	537,579	6,719,734
Virginia	65,169,697	5,666,930	70,836,627
Washington	49,231,524	4,281,002	53,512,526
West Virginia	23,549,873	2,047,815	25,597,688
Wisconsin	59,188,180	5,146,798	64,334,978
Wyoming	5,642,940	490,691	6,133,631
Total	\$2,760,000,000	\$240,000,000	\$3,000,000,000

Source: Department of Health and Human Services.

APPENDIX D: ESTIMATED TITLE XX EXPENDITURES BY SERVICE, FY 1979



CRS-43

Source: Department of Health and Human Services.

APPENDIX E: LEGISLATIVE HISTORY

Grants to States for Social ServicesSocial Services Amendments of 1974, P.L. 93-647, 88 Stat. 2337,
42 U.S.C. 1397 et seq., January 4, 1975

- . established title XX of the Social Security Act. Title XX has been amended by:
 - P.L. 94-120, Natural Graphite Duty Suspension Act; Social Security Act Amendments, 89 Stat. 609, October 21, 1975.
 - . postponed the enforcement, to February 1, 1976, of child care requirements in day care centers and small group homes for children (six weeks to six years of age).
 - . modified provisions of title XX which pertained to services for drug addicts and alcoholics.
 - P.L. 94-401, Social Security Act Amendments, 90 Stat. 1215, September 7, 1976.
 - . extended provisions of P.L. 94-120 to October 1, 1977.
 - . established group eligibility.
 - . added \$200 million above the social services funding limit for 100 percent federally-funded child day care services for FY 1977.
 - . included grants to child day care employers to hire AFDC recipients.
 - P.L. 94-566, Unemployment Compensation Amendments of 1976, 90 Stat. 2667, October 20, 1976.
 - . "Keys" Amendment--requires States to set standards for facilities where SSI recipients live or are likely to live. Requires published CASP to include a summary of the standards.
 - P.L. 95-142, Medicare-Medicaid Anti-Fraud and Abuse Amendments, 91 Stat. 1175, October 25, 1977.

APPENDIX E: LEGISLATIVE HISTORY
(Continued)

-- P.L. 96-272, Adoption Assistance and Child Welfare Act of 1980, 94 Stat. 500, June 17, 1980.

- . sets Federal ceiling on Title XX at \$2.7 billion in FY 1980, \$2.9 billion in FY 1981, \$3.0 billion in FY 1982, \$3.1 billion in FY 1983, \$3.2 billion in FY 1984, and \$3.3 billion in FY 1985.
- . earmarks \$200 million within the ceiling during FY 1980 and 1981 for 100 percent federally-financed child day care, including hiring welfare recipients as child care workers. In FY 1982 and thereafter, up to 8 percent of each State's title XX allotment could be used for 100 percent federally-financed child care.
- . limits Federal reimbursement of training costs in FY 1980 and 1981 to the equivalent of either: 4 percent of the State's allotment of title XX funds, or the actual amount of Federal funds spent by the State for training in FY 1979, whichever is higher. In FY 1982 and thereafter, only training included in an HHS-approved plan will be reimbursed.
- . allows States to accept restricted private matching funds for training in FY 1980 and 1981, except where the training is provided by a proprietary facility.
- . allows the use of title XX funds for emergency shelter for adults, for no more than 30 days in any six-month period.
- . allows States the option of multi-year planning.
- . authorizes a separate title XX entitlement for Puerto Rico, Guam, the Virgin Islands and Northern Marianas.
- . authorizes a tax credit for employers who hire welfare recipients in child care jobs, as long as the employee's wages are not reimbursed with grant funds.
- . authorizes title XX funds to be used for certain services to alcoholics and drug addicts.

