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Health, Education and Human Services Division

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February 24, 1995

The Honorable Bill Emerson
Chairman, Subcommittee on Department
Operations, Nutrition, and Foreign
Agriculture
Committee on Agriculture
House of Representatives

Dear Mr. Chairman:

The enclosed materials respond to your request for additional information related to welfare reform. These materials supplement our February 7, 1995, testimony before the Subcommittee, which provided an overview of means-tested programs. Enclosure 1 contains your questions, Rep. Foley's questions, and our responses. Enclosures 2 and 3 contain lists of programs and program goals in response to Rep. Foley's questions.

If you have any questions or would like to discuss this material further, please contact Cynthia Fagnoni, Assistant Director, on (202) 512-7202.

Sincerely yours,

Jane L. Ross
Director, Income Security Issues

Enclosures - 3

GAO/HEHS-95-94R Means-Tested Programs

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RESPONSES TO QUESTIONS FROM THE HOUSE COMMITTEE ON AGRICULTURERESPONSES TO CHAIRMAN EMERSON'S QUESTIONS

1. Have you looked at any welfare reform plans to assess what is the better system to deliver assistance to needy families? What elements should be part of a welfare reform plan? A single method of benefit delivery? One consolidated program? Please explain.

We have not examined specific comprehensive welfare reform proposals in detail. However, published GAO reports, as well as those of numerous researchers and several states, suggest that several principles can facilitate the creation of a comprehensive, customer-oriented system composed of well-integrated public assistance programs. The principles outlined below are simplicity, tailored services, administrative efficiency, and accountability.

Simplicity

Simplicity is the first principle to consider in operating an effective and efficient welfare system. Services provided through such a simplified system should be easily accessible by all who seek assistance.

Tailored Services

The second principle is tailoring services to customers' needs and providing needed services at the right time.

Administrative Efficiency

A third principle is administrative efficiency. The current array of programs hampers effective delivery of services and adds unnecessary administrative costs at all levels of government. Many of the system's inefficiencies can be traced to fragmented, uncoordinated program design. Streamlining administrative activities and eliminating redundancies will make the system considerably more efficient. While the amount of administrative cost savings may be difficult to quantify, previous analyses have shown that efforts to reduce overlap and conflict in federal programs may provide program managers and service providers with greater opportunity to apply limited resources in direct support of program services.

Accountability

The last principle is accountability. This involves having a balanced, integrated strategy of program and financial integrity, a focus on achieving desired outcomes in addition to documenting resource expenditures and clients served, and a means for periodically assessing program effectiveness. Clearly defined goals and desired outcomes are the cornerstones of such a strategy.

2. You describe a system that requires needy people to go to different offices and meet different eligibility requirements. There are many reasons why this has occurred, one of which is the different Committees of jurisdiction in Congress. Can you cite other reasons?

The numerous assistance programs, highlighted in our testimony, developed incrementally over time as specific groups of needy people were targeted for assistance. Many low-income families have multiple problems, and programs were developed as each new need was addressed. However, no overarching goal was developed to unify the programs to address the interrelated needs of individuals and families. This incremental development has resulted in specific eligibility and income requirements for each program.

These programs are administered by different federal agencies, each with their own goals. Each program has its own rules on processing time frames, verification standards, notice requirements, sanctions against households, and the counting of income and resources. Mirroring the federal structure, states have set up separate offices and procedures for each program. In response to the fragmentation at the federal level, states have established and maintained an elaborate organizational, programmatic, and financial structure to meet the needs of eligible populations.

3. In your testimony, you describe a family, a mother and two children, and what programs are available to that family. How many different state or local offices must the family go to get this help?

The number of different offices a family would visit to apply for benefits varies by state and locality. As an example of the various programs that one family may be eligible for, we can look at a composite family from San Diego, California, containing a mother; three children ages 8, 5, and 1-1/2; and a 19-year-old aunt. This composite family could be eligible for the following benefits:

- Food Stamps;
- Aid to Families with Dependent Children (AFDC);
- General Relief;
- Supplemental Security Income Program (SSI);
- After school care and child care;
- Medi-Cal (Medicaid in California);
- County Medical Services;
- California Children's Services;
- Special Supplemental Food Program for Women, Infants and Children (WIC);
- Child Health and Disability Prevention and Treatment Program;
- Job Training Partnership Act (JTPA);
- GAIN program;
- Individuals with Disabilities Education Act (provided by schools for all children);
- Free and Reduced-price school meals;
- Section 8 Rental Assistance; and
- Earned Income Tax Credit (EIC).

To obtain these benefits, a family may have to go to several different offices, possibly a different one for each program. However, some programs may be colocated; thus the actual number of different offices a family may need to visit to obtain benefits may vary with each individual set of circumstances.

4. You identify nine different employment and training programs that provide help to the same people and also provide the same services. Yet, they are administered by five different federal departments and are further duplicated at the state and local level. Please cite the programs and the federal agencies.

Listed below are the nine employment and training programs and their administering agencies. These programs are administered by five different departments: Labor, Health and Human Services, Agriculture, Housing and Urban Development, and Education.

PROGRAM	FEDERAL AGENCY ADMINISTRATION
Basic JTPA Title IIA Training Services for the Disadvantaged-Adult Program	Department of Labor
JTPA Title IIA State Education Program	Department of Labor
JTPA Title IIA Incentive Grants Program	Department of Labor
Job Opportunities and Basic Skills (JOBS) Program	Department of Health and Human Services (HHS)
Food Stamp Employment and Training Program (FS E&T)	Department of Agriculture (USDA)
Family Self Sufficiency Program (FSS)	Department of Housing and Urban Development (HUD)
Vocational Education-Basic State Program (VOC ED Basic)	Department of Education
Educational Opportunity Centers (EOC)	Department of Education
Student Literacy and Mentoring Corps (SLMC)	Department of Education

5. I agree that programs such as these welfare programs work more efficiently when modern technology is used. You state that from 1993 through 1999 it is expected that almost \$11 billion will be spent to develop and run automated systems. Has GAO evaluated these systems? Will the programs be run more efficiently as a result of spending this \$11 billion?

Of the \$10.7 billion the states estimate they will spend on automated welfare systems from fiscal years 1993 through 1999, about \$2.2 billion is to develop new systems or replace or upgrade existing systems, and \$8.5 billion is to operate systems. In the past several years, we have evaluated the federal role in the states' development of automated systems for many of the welfare programs--AFDC, Child Support Enforcement, Child Welfare, Food Stamps, JOBS, and Medicaid. Although we have identified weaknesses in federal oversight and guidance that contributed to system problems, we believe the systems themselves generally help the programs run more efficiently. However, neither we nor the program oversight agencies--HHS and USDA--have undertaken any studies to determine to what extent systems are achieving expected benefits.

6. You say that manual processes are often "electronically embalmed" in the automated systems. Please explain.

By this we mean technology is used to do the same work, the same way, only faster with marginal efficiency gains. Instead, business process reengineering should be used to drive information systems initiatives and achieve order-of-magnitude increases in customer satisfaction or cost savings. For example, having a client complete application forms and entering this information into a computer system can speed up the eligibility process and benefit issuance for a specific program. However, obtaining and entering this information interactively and using it to determine benefit eligibility or service availability for multiple programs, as is done in Connecticut, more significantly improves both client service and caseworker productivity.

7. In 1992, \$6 billion in overpayments were made in the Food Stamp, AFDC, Medicaid, and SSI programs alone. This is due to errors, mismanagement, and fraud. Would consolidation of some of these programs reduce the amount of money misspent? Please explain.

Benefit overpayments in programs such as AFDC, Medicaid, and Food Stamps occur when ineligible persons are provided benefits or when eligible recipients are provided more than they are entitled to. Overpayments generally occur when applicants either intentionally or unintentionally provide incorrect or incomplete information used in determining benefit eligibility and amounts or the administering agency miscalculates benefit eligibility and amounts. Variations in federal rules governing public assistance programs may contribute to the errors and fraud that result in benefit overpayments. More uniform rules could help reduce such overpayments and better enable program officials to recover overpayments when they do occur. Consolidating programs would be one approach to reducing program variations. If programs are not consolidated, legislative changes would be needed to make program rules more consistent.

Where overpayments do occur, variations in these programs' authorizing legislation may reduce the government's ability to collect overpaid amounts. For example, AFDC and Food Stamp legislation requires program administrators to collect benefit overpayments from recipients; federal Medicaid legislation contains no such provision. Also, Food Stamp legislation authorizes states to intercept individuals' federal income tax refunds if these individuals are delinquent in repaying overpaid amounts; Medicaid and AFDC legislation provides no such authority. However, Food Stamp law allows program administrators to reduce recipients' benefits to recover overpayments due to agency error only with the recipient's consent. In contrast, AFDC rules generally allow administrators to reduce benefits to collect overpayments on all types of errors.

8. Last week the Committee held a hearing on enforcement in the Food Stamp program and the USDA Inspector General described serious trafficking problems with food stamps. That is, trading food stamps for cash, drugs, and other items. You cite similar problems in Medicaid, such as trading Medicaid numbers for cash and drugs. What amounts of money are involved in Medicaid trafficking?

A major problem area in the Medicaid program is the so-called "pill mill" drug diversion scheme, in which physicians, clinic owners, and pharmacists collude to defraud Medicaid by

prescribing and distributing drugs mainly to obtain reimbursement. Patients are often knowing participants in these schemes, allowing use of their Medicaid recipient numbers for billing purposes in exchange for cash, drugs, or other inducements. By 1996, Medicaid is expected to spend \$10 billion on prescription drug benefits alone, nearly double the 1991 figure of \$5.5 billion.

We found prescription drug diversion to be a problem in many states, often occurring in conjunction with other types of fraud. Blatant examples include a doctor writing 2,000 prescriptions a month, a pharmacist billing for more than 30 prescriptions a day for a single recipient, and a patient who, in one 4-day period, had the same three lab tests five times and filled six prescriptions for ulcer medication. However, the amount of money these fraudulent schemes cost the Medicaid program is unknown. States have taken steps to curb these schemes; however, a lack of resources precludes state agencies from following up on cases of potential diversion.

9. States are trying to integrate their welfare systems to streamline service delivery. You state this increases productivity, decreases errors, and improves fraud detection. But the current welfare system forces states to take disparate programs and overlay some form of coordination. Would it not be better to have a consolidated system in the first place?

As previously discussed, the number of federal programs intended to address the social service, health and child care, food and nutrition, and housing needs of low-income individuals and families has made it increasingly difficult to access benefits and to manage each program as part of a unified, integrated system of services and benefits. In response to this program growth, states also have established and maintained an elaborate organizational, programmatic, and financial structure to meet the needs of eligible populations. The result is a tangled web of overlapping and conflicting programs that make it difficult to manage federal-state partnerships that are designed to promote effective and efficient service delivery to targeted population groups.

Over the past three decades, federal initiatives have been developed to improve coordination of human service programs and administering agencies; the lessons learned from these efforts can be useful today, as reported in earlier evaluations by GAO. Selected efforts to achieve systemwide consolidation and provide accessible, integrated services are summarized below.

During the 1960s, as a part of its overall strategy to better serve the needs of the economically disadvantaged, the federal government supported broad system-oriented integration initiatives, such as the Model Cities and Community Action Programs.

Evaluations of these initiatives concluded that they were unable to combine and make coordinated use of the different categorical programs at the federal level and had only limited success at the local level. Experts have concluded that these efforts failed because the initiatives were

- limited in their vested authority to obtain consensus and cooperation from other human service agencies;
- pressured to produce change over a short time;
- reluctant to share their access to categorical funds; and
- unable to establish and maintain federal, state, and local political and resource support.

Despite decades of efforts to better coordinate federal programs, conflicting requirements continue to make it difficult for program staff to coordinate activities and share resources. One state administrator stated the problem especially clearly: "The aim of case management is to access various programs in order to deliver the best services possible to clients. However, conflicting requirements turn coordination into a jigsaw puzzle...."

One way to address program fragmentation at the federal and state levels would be to design and implement an improved automated welfare system. As you mention, the existing systems were developed for disparate programs--programs authorized at different times with distinct federal requirements and funding for automated systems. However, while advances in technology have made greater systems integration, data sharing, and consolidation more feasible, many of the program barriers still exist, and there is no concerted federal effort to achieve such a goal for welfare systems. We believe that realizing this goal in the long term could be facilitated by reducing or eliminating federal program barriers and by the states reengineering their overall welfare delivery process.

- 10. Your testimony describes a welfare system that costs \$300 billion (in 1992 dollars) and which is probably closer to \$325 billion now. I do not believe the taxpayers are getting a sound return on their tax dollars. States are trying to overcome the problems they face through a complicated waiver system. Can you describe what you think a good welfare system would look like?

(Answers for questions 1 and 10 combined.)

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RESPONSES TO REP. FOLEY'S QUESTIONS

- 1. Can you please expound upon the section entitled, Programs overlap and are fragmented, by providing a list of federal income support, medical care, food and nutrition, and housing programs that seemingly overlap?

GAO has reported on overlapping assistance programs in a number of reports and testimonies. Our work has focused primarily on the following three program areas: employment training, early childhood, and food assistance. In contrast, we have identified service gaps, rather than overlaps, in the set of programs that provide child care subsidies. Our findings are summarized below; see enclosure 2 for program lists for each area.

Employment training: GAO has identified 163 federal programs scattered across 15 federal agencies providing employment training assistance. Nine of these programs target economically disadvantaged individuals. (See our response to Rep. Emerson's question 4 for the list of nine programs and their administering agencies.) These programs frequently target the same clients, share the same goals, and provide similar services. However, agencies maintain separate administrative structures that devote staff and other resources, often at both headquarters and regional locations, to administer, monitor, and review program implementation.

Early childhood: More than 90 federal programs administered by 11 separate federal agencies provide education, child care, and other services to very young children. Of these, GAO identified 34 key programs that provided services to at least 2 million children below age 5 and spent at least \$3.66 billion in fiscal year 1992. Although these programs have some similarities, they may target different populations, use different eligibility criteria, and provide a different mix of services to children and their families.

Food assistance: USDA administers 14 food assistance programs. These programs vary considerably in the type of benefits provided and in the manner of providing them. The current food assistance approach, which has evolved over a 46-year period, is largely focused on the goals of the individual 14 programs rather than a broader view of federal food assistance needs.

Child care: Between 1988 and 1990 the Congress created four child care programs for low-income families, and in fiscal year 1994 nearly \$2 billion in federal funds was made available for these programs. The categorical nature of these child care subsidy programs creates service gaps that diminish the likelihood that low-income mothers will work. Moreover, as states deplete funds for welfare recipients, we found that they turn to funds originally targeted for the child care needs of the working poor, putting them at greater risk of welfare dependency.

2. Can you please provide a list of the goals and/or missions of the 80 means-tested programs you have described in your testimony? To your best assessment, which of these programs are living up to these goals? Would it be an accurate assessment to conclude that the more targeted the program, the easier it is to measure their accomplishments?

The 80 programs we identified target low-income individuals and families to meet two broad objectives: to provide (1) basic support and health care for those who are often unable to support themselves--the aged, blind, disabled, and children; and (2) transitional assistance to able-bodied adults and their families while promoting self-sufficiency. A more detailed description of each program is provided in enclosure 3.

We have found that program administrators often lack the information needed to determine whether the programs are meeting their intended goals. For example, most agencies that administer employment training programs do not know if their programs are really helping people find jobs. One such program is JOBS, the employment training program designed specifically to provide parents receiving AFDC the help they need to find jobs and avoid long-term dependence. Today, more than 5 years after JOBS' implementation, we do not know whether the program actually helps welfare recipients get jobs. HHS does not track the number of JOBS participants who get or retain jobs or leave AFDC each year. Instead, program data focus on dollars spent, services provided, and the number and types of participants served.

Two factors are important in being able to measure a program's accomplishments--clear goals and a focus on achieving desired outcomes. Programs with conflicting goals, or where the focus is on process, rather than outcomes, are less likely to successfully achieve the intended program goals.

3. In your estimation, which of the programs listed in #1 could be consolidated to achieve efficient use of resources to targeted beneficiaries?

The programs GAO has identified as overlapping often target the same clients, share the same goals, and provide similar services. (See response to question 1, p. 10.) The consolidation of overlapping programs could improve the effectiveness and efficiency with which services and benefits are provided to targeted populations. However, decisions on program consolidation are frequently complex. For example, officials from the Office of Management and Budget (OMB) and other policy researchers believe that program consolidation has historically been difficult to achieve because of the congressional subcommittee structure, the protectiveness of agencies toward their programs, and the strong support of constituent groups for particular programs.

In addition, overlapping programs may have different managerial and financial structures that may make it difficult to combine program resources. Listed below are key program characteristics that can serve as barriers to program consolidation if they differ significantly across programs.

- Administering department or agency: How many different federal departments or agencies have authority for administering, funding, and overseeing the programs?
- Legislative authority: Does each program have its own authorizing legislation?
- Type of program: How is each program classified (e.g., grant, loan or loan guarantee, voucher, cooperative agreement, contract, technical assistance)?
- Program funding: How is funding provided to recipients (e.g., statutory formula, competition for discretionary grant funds)? What is the funding cycle?
- Funding distribution: Are benefits provided directly to recipients or is federal funding distributed through state governments, local governments, or nonprofit service providers?

For example, the nine employment training programs that target the economically disadvantaged are administered by five different federal departments¹ and have three different operating cycles. Moreover, these programs use separate, parallel structures to administer the delivery of services. The JTPA program, for example, funds about 630 service delivery areas to administer local service delivery. In contrast, the JOBS and Food Stamp Education and Training programs both fund numerous offices, frequently using the network of over 3,000 state- or county-run welfare offices to administer the delivery of program services. These differences could serve as barriers to program consolidation.

¹See p. 5 for a list of the nine programs and their administering agencies.

LIST OF FEDERAL PROGRAMS THAT PROVIDE EMPLOYMENT TRAINING
ASSISTANCE, WITH FISCAL YEAR 1995 APPROPRIATIONS

<u>Agency/program</u>	<u>PY 1995 Appropriation (in millions)</u>
Department of Agriculture	
Food Stamp Employment and Training	\$165.0
Subtotal (1 program)	165.0
Appalachian Regional Commission	
Appalachian Vocational and Other Education Facilities and Operations	7.0
Subtotal (1 program)	7.0
Department of Commerce	
Minority Business Development Centers	19.7
American Indian Program	1.5
Economic Development-Grants for Public Works and Development Facilities	202.4 a
Economic Development-Public Works Impact Program	b
Economic Development-Support for Planning Organizations	26.4
Economic Development-Technical Assistance	10.9
Economic Development-State and Local Economic Development Planning	26.6
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	45.0
Community Economic Adjustment	119.8
Subtotal (9 programs)	452.3
Corporation for National Service	
Literacy Corps	5.0
Foster Grandparent Program	67.8
Senior Companion Program	31.2
Subtotal (3 programs)	104.0
Department of Defense	
Military Base Reuse Studies and Community Planning Assistance	39.1
Transition Assistance Program	72.4
Subtotal (2 programs)	111.5
Department of Education	
Even Start-State Educational Agencies	99.1 c
Even Start-Migrant Education	2.9 c
Women's Educational Equity	4.0 c
Indian Education-Adult Education	5.4
Migrant Education-High School Equivalency Program	8.1
Migrant Education-College Assistance Migrant Program	2.2 c
School Dropout Demonstration Assistance	28.0 c
Adult Education-State Administered Basic Grant Program	252.3
Adult Education for the Homeless	9.5
Adult Education National Programs	8.8
Vocational Education-Demonstration Projects for the Integration of Vocational and Academic Learning	10.0 c

<u>Agency/program</u>	<u>FY 1995 Appropriation (in millions)</u>
Vocational Education-Educational Programs for Federal Correctional Institutions	0.0
Vocational Education-Comprehensive Career Guidance and Counseling	a
Vocational Education-Blue Ribbon Vocational Educational Programs	0.0
Vocational Education-Model Programs for Regional Training for Skilled Trades	0.0
Vocational Education-Business/Education/Labor Partnerships	e
Vocational Education-Tribally Controlled Postsecondary Vocational Institutions	2.9
Tribal Economic Development	e
Vocational Education-Basic State Programs	764.5 c
Vocational Education-State Programs and Activities	81.2 c
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	71.7
Vocational Education for Sex Equity	28.7 c
Vocational Education-Programs for Criminal Offenders	9.5
Vocational Education-Cooperative Demonstration	10.7 c
Vocational Education-Indian and Hawaiian Natives	15.1 c
Vocational Education-Community Based Organizations	9.5 c
Vocational Education-Bilingual Vocational Training	0.0
Vocational Education-Demonstration Centers for the Training of Dislocated Workers	0.0
Vocational Education-Consumer and Homemaking Education	34.4 c
Vocational Education-TechPrep Education	108.0 e
National Workplace Literacy Program	18.7
Literacy for Incarcerated Adults	5.1
National Center for Deaf-Blind Youth and Adults	6.9 c
State Literacy Resource Centers	7.8 c
Student Literacy Corps and Student Mentoring Corps	0.0
Federal Pell Grant Program	2,917.3 :
Federal Family Education Loans	1,277.9 g
Federal Supplemental Education Opportunity Grants	150.5 h
Upward Bound	172.0 c
Talent Search	78.0 c
Federal Work Study Program	111.0 h
Federal Perkins Loan Program-Capital Contributions	13.7 h
State Student Incentive Grants	10.0 i
Educational Opportunity Centers	26.0
Student Support Services	145.0
Postsecondary Education Programs for Persons With Disabilities	8.8

	FY 1995
<u>Agency/program</u>	<u>Appropriation</u> <u>(in millions)</u>
Vocational Rehabilitation Services Basic Support-Grants to States	2,043.9 -
Vocational Rehabilitation Services Basic Support-Grants for Indians	10.3 ,
Vocational Rehabilitation Services Service Projects-Handicapped Migratory and Seasonal Farm Workers	1.4 ,
Vocational Rehabilitation Services Service Projects-Special Project Demonstrations for Providing Vocational Rehabilitation Services to Individuals With Severe Disabilities	19.9 ;
Vocational Rehabilitation Services Service Projects-Supported Employment: Projects With Industry Programs	10.6 , 22.1
Supported Employment Services for Individuals With Severe Disabilities	36.5
Comprehensive Services for Independent Living	62.4 c
Library Literacy	8.0
Public Library Services	83.2 c
Federal Direct Student Loan Program	171.1 x
Workplace Transition Training for Incarcerated Youth Offenders	,
Native Hawaiian Education- Community-Based Education Learning Centers	m
Community School Partnerships	,
21st Century Community Learning Centers	0.8 n
Subtotal (61 programs)	8,985.4
Department of Health and Human Services	
Job Opportunities and Basic Skills Training Program	1,300.0
Community Services Block Grant	391.5 c
Community Services Block Grant-Discretionary Award	26.8 a
Community Services Block Grant Discretionary Awards-Demonstration Partnership	8.0
Refugee and Entrant Assistance-Discretionary Grants	9.4 a
Refugee and Entrant Assistance-State Administered Programs	80.0 a
Refugee and Entrant Assistance-Voluntary Agency Programs	15.6 a
Family Support Centers and Gateway Demonstration Program	2.0 a
State Legalization Impact Assistance Grants	4.0 a
Transitional Living for Runaway and Homeless Youth	o
Independent Living	70.0
Scholarships for Health Professions Students From Disadvantaged Backgrounds	2.1 a
Health Careers Opportunity Program	9.5 a
Subtotal (13 programs)	1,918.9
Department of Housing and Urban Development	
Emergency Shelter Grants Program	o
Supportive Housing Program	o
Youthbuild	50.0

	FY 1995 Appropriation (in millions)
Agency/program	
Family Self-Sufficiency Program	17.3 _f
Service Coordinators	30.0 _g
Empowerment Zone and Enterprise Community Program	640.0 _r
Subtotal (6 programs)	737.3
Department of the Interior	
Indian Employment Assistance	17.7 _s
Indian Grants-Economic Development	4.1
Subtotal (2 programs)	21.8
Department of Justice	
Ounce of Prevention Grant Program	_t
Local Crime Prevention Block Grant Program	_t
Assistance for Delinquent and At-Risk Youth	_u
Police Recruitment	_t
Local Partnership Act	_u
National Community Economic Partnership	_t
Substance Abuse Treatment in Federal Prisons	_u
Subtotal (7 programs)	0.0
Department of Labor	
JTPA IIA Training Services for the Disadvantaged-Adult	810.2
JTPA IIA State Education and Coordination	84.2
JTPA IIA Incentive Grants	52.6
JTPA IIA Training Programs for Older Individuals	52.6
JTPA IIC Disadvantaged Youth	244.9
JTPA IIC Disadvantaged Youth-Incentive Grants	15.0
JTPA IIC Disadvantaged Youth-State Education Programs	_c
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	1,040.2
JTPA IIB Summer Youth Employment and Training Program (Native American)	16.1
JTPA EDWAA-Dislocated Workers (Substate Allotment)	518.4
JTPA EDWAA-Dislocated Workers (Governor's Discretionary)	518.4
JTPA EDWAA-Dislocated Workers (Secretary's Discretionary)	259.2
JTPA Defense Conversion Adjustment Program	4.0 _v
JTPA Defense Diversification	0.0 _w
JTPA Clean Air Employment Transition Assistance	0.0 _x
JTPA-Migrant and Seasonal Farmworkers	85.7
JTPA-Employment and Training Research and Development Projects	11.9 _y
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	35.5
JTPA-Native American Employment and Training Programs	64.1
JTPA Job Corps	1,099.5

Agency/program	FY 1995 Appropriation (in millions)
Federal Bonding Program	0.3
Senior Community Service Employment Program	410.5
Apprenticeship Training	17.1
Trade Adjustment Assistance-Workers	231.0
Targeted Jobs Tax Credit	10.3
Employment Service-Wagner Peyser State Grants (7a)	761.3
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	84.6
Labor Certification for Alien Workers	51.1
Interstate Job Bank	2.0
Youth Fair Chance	24.8
One-Stop Career Centers	120.0
Veterans Employment Program	8.9
Disabled Veterans Outreach Program	63.6
Local Veterans Employment Representative Program	77.6
Homeless Veterans Reintegration Project	5.9
Job Training for the Homeless Demonstration Project	0.0
NAFTA-Transitional Adjustment Assistance	43.4 ^{cc}
Subtotal (37 programs)	6,844.0
Office of Personnel Management	
Federal Employment for Disadvantaged Youth-Summer	^{cc}
Subtotal (1 program)	^{cc}
Small Business Administration	
Management and Technical Assistance for Socially and Economically Disadvantaged Businesses	8.1
Small Business Development Center	74.0
Women's Business Ownership Assistance	4.0
Veteran Entrepreneurial Training and Counseling	0.4
Service Corps of Retired Executives Association	3.3
Business Development Assistance to Small Business	21.9
Procurement Assistance to Small Business	34.1
Minority Business Development	4.1
Subtotal (8 programs)	149.9
Department of Transportation	
Transit Planning and Research Program	0.6 ^{cc}
Subtotal (1 programs)	0.6
Department of Veterans Affairs	
All-Volunteer Force Educational Assistance	501.9 ^a
Selected Reserve Educational Assistance Program	42.0 ^a
Survivors' and Dependents' Educational Assistance	48.5 ^a
Vocational Rehabilitation for Disabled Veterans	297.0

<u>Agency/program</u>	<u>FY 1995 Appropriation (in millions)</u>
Post-Vietnam Era Veterans Educational Assistance	14.1 ^a
Vocational Training for Certain Veterans Receiving VA Pensions	5.0
Vocational and Educational Counseling for Servicemembers and Veterans	^{cd}
Service Members Occupational Conversion and Training	7.7 ^{ee}
Health Care for Homeless Veterans	^o
Domiciliary Care for Homeless Veterans	^c
Housing and Urban Development/Veterans Affairs-Supported Housing	^c
Subtotal (11 programs)	916.2
Grand Total (163 programs)	\$20,413.9

Source: Multiple Employment Training Programs: Major Overhaul Needed to Create a More Efficient, Customer-Driven System (GAO/T-HEHS-95-70, Feb. 6, 1995).

Note: Listed programs provide employment training assistance to (1) help the unemployed find jobs, (2) create job opportunities, and (3) enhance skill levels of adults and out-of-school youth not enrolled in advanced-degree programs. Fiscal Year (FY) 1995 appropriations were based on information obtained from the Office of Management and Budget and other federal departments. When appropriate, and unless otherwise noted, we excluded estimated funds that would provide assistance for in-school youth, advanced degree or services unrelated to employment training assistance. Programs without funding are authorized, but funds were not appropriated in FY 1995.

^aAmount shown is less than total FY 1995 appropriations for this program. We excluded funds that provide assistance for in-school youth, advanced degree, or services unrelated to employment training assistance.

^bEconomic Development-Public Works Impact Program funds were included in Economic Development-Grants for Public Works and Development Facilities.

^cNo estimate was available to exclude funds for in-school youth, advanced degrees, or services unrelated to employment training assistance.

^dVocational Education-Business/Education/Labor Partnerships and Comprehensive Career Guidance and Counseling programs were authorized for appropriations only when the appropriation for the Vocational Education Basic State Program exceeds \$1 billion.

^eData not available at this time.

^fPell Grant Program funding shown here is an estimate for adults and out-of-school youths not enrolled in advanced degree programs, including funds appropriated for participants in Operation Desert Storm/Desert Shield (P.L. 102-25). The calculation is based on 1989-90 award period distribution of funds (47 percent) at institutions of higher education and proprietary schools with terms of study of 2 years but less than 3 years. More recent award period data unavailable at this time.

^gFederal Family Education Loan amount shown is an estimate for adults and out-of-school youth not enrolled in advanced degree programs. FY 1995 appropriation includes funds for administrative costs, interest subsidies for the Stafford Loan Program, and costs associated with loan defaults. We also included the FY 1995 appropriations for the liquidating account for loans made prior to FY 1992. For administrative costs and interest subsidies, the calculation is based on FY 1992 loan program data on the distribution of funds (29 percent) for borrowers in 2-year public

and private nonprofit institutions of higher education and proprietary schools. For default costs, the calculation is on FY 1995 budget estimates, estimated default rates by inst and distribution of default costs (53 percent) for borrowers from those institutions. More recent data are unavailable at this time.

^bFederal Supplemental Educational Opportunity Grant, Federal Work-Study, and Federal Perkins Loans funding shown are estimated for adults and out-of-school youth not enrolled in advanced degree programs, based on FY 1995 appropriations. The calculation is based on the 1992-93 award period distribution of funds to 2-year public and private nonprofit institutions of higher education and proprietary schools. Distributions vary by program. More recent award period data are unavailable at this time.

ⁱState Student Incentive Grants funding is estimated for adults and out-of-school youth not enrolled in advanced degree programs. The calculation is based on the average percentage of funds distributed in award periods 1983-84 to 1987-88 to 2-year public and private non-profit institutions of higher education and propriety schools. More recent data are unavailable at this time.

^jVocational Rehabilitation programs funds generally used for supportive services to help participants prepare for and engage in gainful employment.

^kFederal Direct Student Loan Program is a new program authorized under Student Loan Reform Act, which was included as part of the Omnibus Budget Reconciliation Act of 1993 and replaces the Federal Direct Loan Demonstration Program, which was authorized under the Higher Education Act amendments of 1992. This program will be gradually phased in beginning July 1, 1994. The calculation is based on FY 1992 Federal Family Education Loan program data on the distribution of funds (29 percent) for borrowers in 2-year public and private non-profit institutions of higher education and proprietary schools.

^lNew program was authorized under the Improving America's School Act (P.L. 103-382). No funds were appropriated for FY 1995.

^mNew program authorized under the Improving America's School Act (P.L. 103-382). Appropriation data were not available at this time.

ⁿNew program authorized under the Improving America's School Act (P.L. 103-382). No estimate was available to exclude funds for in-school youth or services unrelated to employment training assistance.

^oOnly a small portion of program funding is used for employment training assistance for adults and out-of-school youth. However, no estimate available to include these funds.

^pFamily Self-Sufficiency Program includes job training, education, and support services paid for by other programs such as JOBS and JTPA. Federal funds were appropriated to cover local administrative costs.

^qService Coordinators is a new program, appropriations began in FY 1994. Amount shown includes funds for public housing, senior citizens, and tenant-based service coordinators.

^rEmpowerment Zone and Enterprise Community Program is a new program authorized under the Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66). Amount shown is the FY 1995 appropriation for the increase to Title XX Social Services Block Grants. The program is jointly administered by the Departments of Housing and Urban Development, Agriculture, and Health and Human Services. No estimate was available to exclude funds unrelated to employment training assistance.

^sIndian Employment Assistance funding includes two programs--Direct Employment Assistance (\$2.0 million) and Adult Vocational Training (\$15.7 million).

^tOunce of Prevention Grant Program is a new program authorized under the Violent Crime Control and Law Enforcement Act of 1994.

^uNew program was authorized under the Violent Crime Control and Law Enforcement Act of 1994. Authorization for appropriations begins in FY 1996.

^vJTPA Defense Conversion Adjustment Program funding shown represents carryover funds remaining from FY 1991 appropriation.

^wJTPA Defense Diversification Program had no funds appropriated for FY 1995, and no carry-over funds remain from amount appropriated in FY 1993.

^xJTPA Clean Air Employment Transition Assistance Program had no funds appropriated for FY 1995, and no carry-over funds remain from amount appropriated in FY 1991.

^yJTPA-Employment and Training Research and Development Projects funding shown excludes funds for the Federal Bonding Program.

^zTargeted Jobs Tax Credit program expired December 31, 1994.

^{aa}NAFTA Transitional Adjustment Assistance Program is a new program authorized in 1994 under the Worker Security Act (P.L. 103-182).

^{bb}Federal Employment for Disadvantaged Youth-Summer Program is coordinated by the Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration are not separately identifiable.

^{cc}Formerly listed as the Human Resource Program. Funds were shifted to Transit Planning and Research Program. Amount shown is less than the total appropriation (\$34 million) for this program. We excluded funds unrelated to employment and training assistance.

^{dd}Vocational and Educational Counseling for Service members and Veterans funds were included in other veterans programs, such as the All-Volunteer Force Educational Assistance Program.

^{ee}Service Members Occupational Conversion and Training funding shown represents carryover funds remaining.

Key Early Childhood Programs' Federal Fiscal Year 1992 Budgets

This section lists federal fiscal year (FFY) 1992 budget data, sorted from smallest to largest, for key programs.

Early Childhood Programs' FFY 1992 Budgets

Program name	Early childhood budget, FFY 1992	Total budget, FFY 1992	Early childhood ratio to total budget (percent)
Chapter 1: ESEA Handicapped	a	a	a
Family Resource and Support	=	=	=
Even Start—Indian Tribes and Tribal Organizations	=	\$1,050,000	=
Child Abuse and Neglect State Prevention Grants	=	5,367,000	=
Emergency Protection Grants—Substance Abuse	=	19,518,000	=
Child Abuse and Neglect State Grants	=	20,000,000	=
Education for Homeless Children and Youth	=	25,000,000	=
Even Start: Family Literacy	=	70,000,000	=
At-Risk Child Care	=	332,285,348	=
AFDC Transitional Child Care	=	78,182,054	=
AFDC/JOBS Child Care	=	359,796,765	=
Title XX	=	2,800,000,000	=
Subtotal for programs that cannot break out early childhood budget	a	\$3,711,199,167	a
Native Hawaiian Special Education	\$10,000	450,000	2.22
Migrant Education—Basic State Formula Grant	270,279	308,298,000	0
Services for Children with Deaf-Blindness	600,000	13,000,000	4.62
Appalachian Child Development	752,563	38,700,000	1.94
Native Hawaiian Family Based Education Centers	800,000	2,800,000	28.57
Job Corps	856,298	919,533,000	0.09
Abandoned Infants	1,333,333	12,557,000	10.62
Even Start—Migrant Education	2,000,000	2,673,690	74.80
Chapter 2: State Block Grants	2,620,000	435,000,000	0.60
Family and Child Education	2,985,898	420,400,000	0.71
Comprehensive Residential Drug Treatment Projects	3,500,000	10,300,000	33.98
Head Start—HUD	4,000,000	10,000,000	40.00
Follow Through	5,500,000	8,600,000	63.95
Bilingual Education	8,100,000	225,407,000	3.59
Temporary Child Care and Crisis Nurseries	10,987,000	11,055,000	99.38
Comprehensive Child Development Centers	20,000,000	46,800,000	42.74
Special Education—State Grants (Part B)	159,342,000	1,854,185,895	8.59
Special Education—Infants and Toddlers (Part H)	175,000,000	175,000,000	100.00

(continued)

Program name	Early childhood budget, FFY 1992	Total budget, FFY 1992	Early childhood rat to total budg (percer
Child Care and Development Block Grant	200,000,000	731,900,000 ^d	27.3
Special Education—Preschool Grants (Section 619)	320,000,000	320,000,000	100.0
Chapter 1	537,972,848	6,134,240,000	8.8
Head Start	2,201,800,000	2,201,800,000	100.0
Total	\$3,658,430,219	\$17,593,898,752	

Note: Data are estimates provided by agency personnel in response to a GAO survey.

^aDid not respond to GAO questionnaire.

^bProgram did not exist in FFY 1992.

^cData not provided either because data were not available for FFY 1992 or because program did not collect such data.

^dNot applicable.

^eFFY 1991 funds authorized to be spent over 2 years.

Source: Early Childhood Programs: Multiple Programs and Overlapping Target Groups (GAO/HEHS-95-4FS, Oct. 31, 1994).

USDA's Food Programs, by Category			
Family nutrition ^a	Child nutrition ^b	Supplemental food ^c	Food distribution ^d
Food Stamp Program	National School Lunch Program (NSLP)	Special Supplemental Food Program for Women, Infants, and Children (WIC)	Charitable Institutions and Summer Camps Program
Nutrition Assistance Program for Puerto Rico (NAP)	School Breakfast Program	WIC Farmers' Market Program	Emergency Food Assistance Program (TEFAP)
Food Distribution Program on Indian Reservations (FDPIR)	Child and Adult Care Food Program (CACFP)	Commodity Supplemental Food Program (CSFP)	Nutrition Program for the Elderly (NPE)
	Summer Food Service Program		
	Special Milk Program		

^aFamily nutrition provides food or vouchers that can be redeemed for food for at-home consumption.

^bChild nutrition provides commodities and/or monetary food assistance to sponsoring facilities for the benefit of attending participants.

^cSupplemental food provides vouchers or food packages to participants.

^dFood distribution dispenses commodities obtained from farm price support programs and market purchases.

Source: Food Assistance: USDA's Multiprogram Approach (GAO/RCED-94-33, Nov. 24, 1993).

Federal Child Care Program Features

	Program			
	AFDC child care	TCC	At-Risk Child Care	Block grant
Purpose	To assist AFDC families with child care to the extent that it is necessary for employment or state-approved education and training	To provide up to 12 months of child care to working AFDC recipients upon loss of eligibility for AFDC due to an increase in hours of or earnings from employment	To provide child care to non-AFDC working families who would be at risk of AFDC dependency if child care were not provided	To increase availability and affordability of child care for low-income families as well as to help states provide, expand, and improve the quality of child care for all families
Target population	AFDC recipient who accepts or retains employment or is in state-approved education or training activity	Family that received AFDC in 3 of last 6 months and is no longer eligible for AFDC due to increased hours of or earnings from employment	An optional state program for low-income families at risk of AFDC dependency and needing child care to continue working	Families at or below 75% of state median income, to enable them to work or to participate in approved education and training, or to provide child care for protective service cases ^a
Funding	Open-ended federal entitlement to recipients; requires state matching funds	Open-ended federal entitlement to families; requires state matching funds	Capped entitlement to states; requires state matching funds	Block grant to states; no match required
FY 1992	\$621,727,109 ^b	\$133,594,923 ^b	\$599,050,901 ^b	\$798,249,375 ^c
State administration	State IV-A agency	State IV-A agency	State IV-A agency	"Lead state agency" ^d

^aThese are children in state custody due to abuse or neglect.

^bCombined federal and state expenditures.

^cTotal of amounts allocated to the states and the territories.

^dThe "lead agency" is designated by the governor and responsibility can be assigned to a non-IV-A agency.

Source: Child Care: Working Poor and Welfare Recipients Face Service Gaps (GAO/HEHS-94-87, May 13, 1994).

LIST OF 80 PROGRAMS AND GOALSMEDICAL ASSISTANCE PROGRAMSMEDICAID

GOAL To provide medical assistance for low-income persons who are aged, blind, disabled, pregnant women, and children.

TARGET POPULATION

- AFDC and SSI recipients: women and children; aged, blind disabled)
- low-income pregnant women and children (non-AFDC)
- medically needy (meet categorical standards but not financial standards)
- persons requiring institutionalization
- low-income Medicare recipients (pays deductibles)
- low-income persons losing employer coverage (those entitled to purchase continuation coverage through employer's group health plan)

MEDICAL CARE FOR VETERANS--NOT SERVICE RELATED

GOAL To provide medical care for poor veterans without a service related disability. Provides full coverage for some, copayment for others.

GENERAL ASSISTANCE

GOAL This is a state or local program that provides medical assistance to those ineligible for Medicaid. The program varies by state, and income limits are set by state.

INDIAN HEALTH SERVICES

GOAL Provides health services to members of recognized Indian or Alaskan descent, residents of an Indian Health Service delivery area and natural children of such members.

MATERNAL AND CHILD HEALTH SERVICES BLOCK GRANT

GOAL To ensure mothers and children with incomes below 100 percent of the federal poverty line access to quality maternal and child health services.

COMMUNITY HEALTH CENTERS

GOAL To provide primary care medical services to areas that are determined to be medically underserved. Free service to families with incomes below the federal poverty line and reduced fees for families with incomes between poverty line and 200 percent of the poverty line.

TITLE X FAMILY PLANNING SERVICES

GOAL Provides funding to health clinics, hospitals, nonprofit agencies, etc. for family planning services for all low-income persons. These services may include natural family planning methods and supplies, counseling, physical exams, infertility services, pregnancy tests, services for adolescents, etc. Services are targeted for all women aged 15-44 from low-income families who are at risk of unplanned pregnancy--and their families.

MIGRANT HEALTH CENTERS

GOAL Provide primary health services to areas with high concentrations of migrant workers (at least 4,000 migratory workers/seasonal workers live there for more than 2 months a year). Services are available to low-income migratory and seasonal farmworkers and their families.

MEDICAL ASSISTANCE TO REFUGEES/CUBAN/HAITIAN

GOAL Two programs

(1) Immigration and Nationality Act: Used to reimburse states 100 percent for their share of Medicaid payments to refugees and Cuban/Haitian entrants for the first 3 years they reside in the United States. In 1991, eliminated federal reimbursements.

(2) Refugee Medical Assistance: For needy refugees and others who do not meet Medicaid categorical requirements, such as family composition. Used to be provided for first

18 months in the United States. In 1991, was reduced to the first 8 months the refugee is in the United States.

CASH ASSISTANCE PROGRAMS

AID TO FAMILIES WITH DEPENDENT CHILDREN

GOAL To provide cash welfare payments for (1) needy children under 18 years of age who have been deprived of parental support or care because their father or mother is absent from the home, is incapacitated, is deceased, or is unemployed and (2) certain others in the household of the child.

(1) AFDC Basic

(2) AFDC UP (Unemployed Parent): For two-parent families where the primary wage earner loses his job or works fewer than 100 hours per month.

SUPPLEMENTAL SECURITY INCOME

GOAL Provides monthly cash payments in accordance with uniform, nationwide eligibility requirements to needy aged (65 years and older), blind (20/200 vision or less), and disabled persons (unable to work because of a long-lasting physical or mental impairment) (for children--an impairment of comparable severity to that of an adult may be considered disabled).

EARNED INCOME TAX CREDIT

GOAL Provides a tax credit to families with a child and whose annual adjusted gross income is below \$23,050 in 1993 (\$25,300 in 1994). Starting in 1994, childless workers with incomes below \$9,000 were also eligible.

FOSTER CARE

GOAL Provides federal matching funds to states for maintenance payments for the care of low-income children who meet AFDC income eligibility rules and were removed from their homes and placed in foster care as a result of a judicial determination that continuation in the home would be contrary to their welfare.

VETERANS' PENSIONS

GOAL Provides pensions to low-income veterans and their families. To be eligible, veterans must have (1) served honorably, (2) be totally and permanently disabled for reasons not related to military service, and (3) incomes below prescribed limits.

GENERAL ASSISTANCE

GOAL State or local programs that provide cash benefits to low-income persons who do not qualify for AFDC, Emergency Assistance, or SSI. Although rules vary by state or locality, generally, recipients must meet financial requirements and live in the jurisdiction. Some states provide general assistance to persons who are aged, disabled, unemployable, or parents.

ADOPTION ASSISTANCE

GOAL Provides federal matching funds to states for payments to parents adopting certain low-income children with special needs. Special needs include mental or physical handicap, age, ethnic background, or membership in a sibling group. To be eligible, a child must be eligible for AFDC or SSI and legally free for adoption.

EMERGENCY ASSISTANCE

GOAL At their option, states may provide emergency assistance for needy families with children (whether or not eligible for AFDC) if the assistance is necessary to avoid the destitution of the child or to provide living arrangements in a home for the child.

AID TO REFUGEES AND CUBAN/HAITIAN ENTRANTS

GOAL Used to reimburse states 100 percent for their share of AFDC payments and state SSI supplemental payments to refugees and Cuban/Haitian entrants (after January 1991, states were no longer reimbursed). Also provides cash assistance to refugees and Cuban/Haitian entrants who are not categorically eligible for AFDC or SSI. (Used to provide benefits for 36 months. After October 1991, only provides cash assistance for first 8 months).

DIC (DEPENDENCY AND INDEMNITY COMPENSATION) AND DEATH COMPENSATION
FOR PARENTS OF VETERANS

GOAL Provides cash assistance to low-income parents of veterans who died from a service-related cause.

GENERAL ASSISTANCE TO INDIANS

GOAL Provides cash assistance to Indians and Alaskan Natives who are deemed needy by state standards and who are not eligible for AFDC or SSI.

FOOD AND NUTRITION PROGRAMS

FOOD STAMPS

GOAL To increase the food purchase power of low-income households to a point where they can buy a nutritionally adequate, low-cost diet.

SCHOOL LUNCH (FREE AND REDUCED PRICE)

GOAL To provide free or reduced-price lunch to needy school children. Free lunch is provided to children whose gross family income is below 130 percent of the poverty line. Subsidized lunch is provided for children whose gross family income is between 130 and 185 percent of the poverty line.

WOMEN, INFANTS, AND CHILDREN (WIC)

GOAL Provides food assistance and nutritional screening to low income pregnant and postpartum women and their infants, as well as to low-income children up to age 5. Participants must have incomes at or below 185 percent of the poverty line and must be nutritionally at risk.

SCHOOL BREAKFAST

GOAL Provides subsidized school breakfasts to low-income children. Free breakfast is provided to children whose gross family income is below 130 percent of the poverty line. Subsidized breakfast is provided to children whose gross family income is between 130 and 185 percent of the poverty line.

CHILD AND ADULT CARE FOOD PROGRAM

GOAL To provide federal reimbursements for meals and snacks served in participating child and adult care centers and in family day care homes for children. Free meals are provided to those whose gross family income is below 130 percent of the poverty line. Subsidized meals are provided to those whose gross family income is between 130 and 185 percent of the poverty line.

NUTRITION PROGRAM FOR THE ELDERLY

GOAL Provides at least one meal daily, 5 or more days a week to persons age 60 and older and their spouses.

EMERGENCY FOOD ASSISTANCE

GOAL Allocates food commodities and funding to states to help with the handling and storage costs of commodity distribution to emergency feeding organizations. Available for persons of low-income or receiving federal benefits under a low-income program (like Food Stamps, AFDC). However, states decide the actual income eligibility criteria.

SUMMER FOOD SERVICE

GOAL Provides federal funding in the form of set reimbursement rates for all meals served under this program. Eligible programs must operate in areas where at least 50 percent of the children are from families with incomes that meet the eligibility criteria for free and reduced-price school lunches.

COMMODITY SUPPLEMENTAL FOOD PROGRAM

GOAL Provides USDA commodities and administrative funds to local projects offering food packages to low-income mothers, children, and elderly persons. Available for pregnant women, breastfeeding women, postpartum women, infants, and children up to age 6 who (1) qualify for food, health, or welfare benefits under a governmental program for low-income persons; (2) are determined to be at nutritional risk; and (3) live within the service area.

FOOD DISTRIBUTION PROGRAM ON INDIAN RESERVATIONS

GOAL To provide an alternative to Food Stamp assistance for low-income Indian households on or near federally recognized Indian reservations.

SPECIAL MILK (FREE SEGMENT)

GOAL To provide free milk to children whose gross family income is below 130 percent of the poverty line.

HOUSING ASSISTANCE PROGRAMSSECTION 8 LOW-INCOME HOUSING ASSISTANCE

GOAL Provides rent subsidies to families and single persons with incomes at or below 80 percent of the area median.

LOW-RENT PUBLIC HOUSING

GOAL Provides rental units in conventional public housing for low-income families and single persons.

RURAL HOUSING LOANS

GOAL Provides loans for owners or potential owners of a farm or owners of a home in rural area who are without decent, safe, and sanitary housing and unable to obtain credit elsewhere on reasonable terms.

SEC. 236 INTEREST REDUCTION PAYMENTS

GOAL Allows increased deductions from income used for determining Section 8 rent for tenants whose incomes are at or below 80 percent of the area median income.

RURAL RENTAL HOUSING LOANS (SEC. 515)

GOAL Provides loans for rural rental and cooperative housing units to be occupied by families with low or moderate income or by handicapped or disabled persons or those 62 years old and older.

RURAL RENTAL ASSISTANCE (SEC. 521)

GOAL Provides rental assistance to owners of Farmers Home Administration-financed rural rental housing and farm labor housing to enable them to reduce rents charged to eligible tenants. These payments are made directly to borrowers and make up the difference between the tenants' payments and the FmHA's approved rent for the units.

SEC. 101 RENT SUPPLEMENTS

GOAL Provides rent supplements to low-income tenants who are 62-years old and older, handicapped, displaced by governmental action, natural disaster, occupants of substandard housing, or military personnel serving on active duty.

SEC. 235 HOMEOWNERSHIP ASSISTANCE

GOAL Provides monthly payments to the mortgagee on behalf of the assisted home buyer to reduce interest costs on a home mortgage to as low as 4 percent. Assistance is available to families and singles who are at least 62-years old or handicapped; and whose annual incomes do not exceed 95 percent of the median family income for the area.

FARM LABOR HOUSING LOANS (SEC. 514) AND GRANTS (SEC. 516)

GOAL Provides low-interest loans to farm owners, farm associations, nonprofit organizations, Indian tribes, and local and state government agencies to provide low-rent housing and related facilities for domestic farm labor.

RURAL HOUSING REPAIR LOANS AND GRANTS

GOAL Provides very low interest repair loans for very low-income farm and rural home owners who cannot obtain credit on reasonable terms elsewhere. Also provides grants to very low-income elderly homeowners, aged 62 and older.

RURAL HOUSING PRESERVATION GRANTS

GOAL Provides grants to state and local governments, nonprofit corporations, and Indian tribes to operate programs that finance the repair and rehabilitation of single-family housing owned and occupied by very low and low-income families in rural areas. To be eligible, families must have incomes of 80 percent or less of the median income for the area and must have occupied the rural property for at least 1 year.

INDIAN HOUSING IMPROVEMENT GRANTS

GOAL Provides grants to Indians or Alaskan natives for home repair, improvements and additions, downpayments for home purchases, and construction of new housing. Targeted for Indians or Alaskan natives with housing that is substandard or inadequate to meet the physical needs of the family and without adequate economic resources or ability to secure housing from other sources.

RURAL SELF-HELP TECHNICAL ASSISTANCE AND RURAL HOUSING SITE LOANS

GOAL Provides grants to states, regions, public nonprofit corporations, and Indian tribes to pay all or part of the cost of developing, administering, and coordinating programs of technical and supervisory assistance to families that are building their homes by the mutual self-help method (where groups of families use their own labor to reduce construction costs).

HOME INVESTMENT PARTNERSHIPS BLOCK GRANT

GOAL Is designed to increase the supply of housing affordable to low-income families through the provision of federal grants to state and local governments.

HOPE (HOME OWNERSHIP AND OPPORTUNITY FOR PEOPLE EVERYWHERE)

GOAL A multifaceted program designed to

- (1) increase homeownership opportunities among low-income households;
- (2) combine traditional housing assistance programs for certain homeless people with supportive services; and
- (3) preserve certain federally assisted rental housing units for low-income use.

EDUCATION ASSISTANCE PROGRAMSPELL GRANTS

GOAL Provides grants to needy undergraduate students enrolled on at least a half-time basis in an eligible institution of postsecondary education.

STAFFORD LOANS (GUARANTEED STUDENT LOANS)

GOAL Provides federal assistance for student loans through interest subsidies to lenders, interest benefits to students, and federal reinsurance against borrower default, death, disability, and bankruptcy.

HEAD START

GOAL Provides comprehensive services to low-income preschool children.

COLLEGE WORK-STUDY

GOAL Provides federal funding to partially finance part-time employment for undergraduate, graduate, and professional students who are attending eligible postsecondary institutions and who need those earnings from employment to attend.

SUPPLEMENTAL EDUCATION OPPORTUNITY GRANTS

GOAL Provides funds to postsecondary institutions for grants to needy undergraduates.

CHAP. 1 MIGRANT EDUCATION (NO INCOME TEST)

GOAL Provides grants to state educational agencies to meet the special needs of children of migratory agricultural workers or fisherman. This program serves children of migratory workers who have changed school districts to enable a member of their immediate family to obtain employment.

TRIO PROGRAMS

GOAL A combination of six programs

(1) **UPWARD BOUND**: For low-income, first-generation college-goers.

(2) **STUDENT SUPPORT SERVICES**: For disabled, low-income first-generation college goers who need academic support to successfully pursue a postsecondary education program.

(3) **TALENT SEARCH**: For low-income, first-generation college goers that have completed fifth grade or are at least 11 years old. Also provides information on the availability of student financial aid, personal and career counseling, and tutoring.

(4) **EDUCATIONAL OPPORTUNITY CENTERS**: For low-income, first-generation college goers at least 19 years old. Provides informational services on financial and academic assistance available for postsecondary study.

(5) **RONALD E. MC NAIR POST-BACCALAUREATE ACHIEVEMENT**: Assists low-income, first-generation college students in gaining admission to graduate programs.

(6) **STAFF DEVELOPMENT**: Provides short-term training for Trio program staff.

PERKINS LOANS

GOAL Provides federal assistance to institutions of higher education to operate a revolving fund providing low-interest loans to students. Loans are granted to undergraduate, graduate, or professional students who need the amount of the loan to pursue a course of study and who maintain a good academic standing.

STATE STUDENT INCENTIVE GRANTS

GOAL Federal formula grants to states for the establishment of state student aid programs for needy postsecondary students. States must match federal grants.

FELLOWSHIPS FOR GRADUATE/PROFESSIONAL STUDY

GOAL Four need-based scholarships

(1) **Grants to Institutions and Consortia to Encourage Women and Minority Participation in Graduate Education (Title IX-A):** Grants to colleges to identify talented, needy undergraduates who are women or minorities underrepresented in graduate education and support them during summer research internships designed to prepare them for graduate study.

(2) **Patricia Roberts Harris Fellowships (Title IX-B):** Grants to colleges to assist needy, underrepresented minorities and women pursuing master's, professional, and doctoral education.

(3) **Jacob K. Javits Fellowships (Title IX-C):** Fellowships in the arts, humanities, and social sciences.

(4) **Graduate Assistance in Areas of National Need (Title IX-D):** Fellowships in areas of graduate study for which there are national needs (chemistry, engineering, foreign languages, mathematics, physics, and biology).

HEALTH PROFESSIONS STUDENT LOANS/SCHOLARSHIPS

GOAL Loans and scholarships to needy students studying medicine, dentistry, osteopathy, optometry, podiatry, pharmacy, and veterinary medicine.

FOLLOW THROUGH

GOAL Provides grants to improve the quality of educational services in early elementary school grades for children from low-income families. Great emphasis on research and evaluation, creating a national information clearinghouse, and giving priority to schools serving high concentrations of poor children.

MIGRANT HIGH SCHOOL EQUIVALENCY

GOAL Grants to colleges to help migrant students obtain a high school equivalency certificate. The program is available for students or parents who are migrant workers, 16 years old or older, and eligible for JTPA.

ELLENDER FELLOWSHIPS

GOAL Provides federal funding for scholarships to disadvantaged students and secondary teachers, disadvantaged older Americans (at least 55 years old), and recent immigrants.

COLLEGE ASSISTANCE MIGRANT PROGRAM

GOAL Discretionary grants to colleges to help migrant students complete their first year of college. The program is available to students or their parents who are migrant workers and eligible for JTPA.

CHILD DEVELOPMENT ASSOCIATE SCHOLARSHIP PROGRAM

GOAL Provides grants to states to help low-income child care providers pay for application, assessment, and credentialing costs.

VOCATIONAL OPPORTUNITIES, DISADVANTAGED ACTIVITIES

GOAL Provides equitable participation in high-quality vocational programs for economically disadvantaged individuals and members of special populations.

JOB TRAINING PROGRAMS**TRAINING FOR DISADVANTAGED ADULTS AND YOUTHS**

GOAL Provides a full range of education, training, and supportive services for economically disadvantaged adults (age 22 and over) and youths (age 16-21 and not in school).

SUMMER YOUTH EMPLOYMENT

GOAL Provides education, training, and minimum wage summer jobs for economically disadvantaged youths aged 14-21 who are eligible for free school lunch program (i.e., their family's income is below 130 percent of the federal poverty line).

JOBS (Job Opportunities and Basic Skills)/WIN

(Formerly called WIN: Work Incentive Program)

GOAL Education, work, and training program for AFDC recipients.

TARGET POPULATION:

- (1) AFDC mothers whose youngest child is 3, provided child care is available;
- (2) parents under 24 years who have not completed high school, must engage in schooling;
- (3) parents enrolled for 36 months of the last 60 months; and
- (4) parents whose youngest child is at least 16 years old and, hence, are within 2 years of losing AFDC eligibility.

EXEMPTED: Ill, incapacitated, aged, needed in home because of illness or incapacity of a household member, employed at least 30 hours perweek, children under 16 years old.

JOB CORPS

GOAL To provide basic education, vocational skills training, counseling, work experience, and health services to economically disadvantaged youths ages 14-21 who live in a disorienting environment and are in need of additional education, vocational training, and related supportive services to accomplish regular school work, qualify for other suitable training programs, satisfy Armed Forces requirements, or secure and hold meaningful employment.

SENIOR COMMUNITY SERVICE EMPLOYMENT

GOAL Provides federally subsidized part-time community service jobs for low-income persons 55 years old or older.

FOSTER GRANDPARENTS

GOAL Provides a stipend for low-income foster grandparent volunteers, who are at least 60 years old and no longer in the regular workforce. Also includes transportation and meal costs.

SENIOR COMPANIONS

GOAL Stipends for low-income volunteers at least 60 years old and no longer in the regular work force.

SUPPORTIVE SERVICESTITLE XX SOCIAL SERVICES BLOCK GRANT

GOAL Provides homemaker/home management services, child day care services, substitute care and placement services for children, protective services for adults and children and services for disabled persons.

CHILD CARE AND DEVELOPMENT BLOCK GRANT

GOAL Provides child care services, early childhood development, and before- and after-school care services to children who are (1) less than 13 years old; (2) a member of a family whose income is below 75 percent of the state median income; and (3) living with one parent who is working or attending a job training or educational program. Priority is given to children from very low-income families or with special needs.

CHILD CARE FOR AFDC RECIPIENTS (AND FORMER RECIPIENTS)

GOAL Two programs

(1) **Regular program for AFDC recipients:** For AFDC recipients who need child care to engage in schooling, work, or training, regardless of whether they participate in JOBS.

(2) **Transitional Program for former AFDC recipients:** For families who need child care for a family member to accept or retain a job who lost eligibility for AFDC because of increased hours of work, higher earnings, or loss of income disregards after a specified period of work. Families receive 12 months of benefits.

"AT RISK" CHILD CARE

GOAL Provides child care assistance for families not receiving AFDC who need child care to work and are at risk of becoming eligible for AFDC.

COMMUNITY SERVICES BLOCK GRANT

GOAL Block grants for a variety of antipoverty activities, including local program coordination, nutrition, emergency services, and employment services for persons with incomes below 125 percent of the poverty line.

LEGAL SERVICES

GOAL Provides legal aid in noncriminal proceedings for low-income persons with incomes up to 125 percent of the poverty line. Most cases concern these areas of law: family; employment; consumer; housing; civil rights; and public benefit programs such as Social Security, SSI, AFDC, workers' compensation, unemployment compensation, Medicare, and Medicaid.

EMERGENCY FOOD AND SHELTER

GOAL Provides funds to organizations that provide shelter and food to the homeless and hungry. Funds can also be used for rent or utility payments to avert homelessness. Qualifying jurisdictions must have a high rate of unemployment and a high poverty rate.

SOCIAL SERVICES FOR REFUGEES AND CUBAN/HAITIANS

GOAL Provides federal funds for public assistance provided to refugees and Cuban/Haitian entrants. (For programs with a state match, this program pays the states' share of benefits paid to refugees and Cuban/Haitian entrants).

ENERGY ASSISTANCE PROGRAMSLOW INCOME ENERGY ASSISTANCE PROGRAM (LIHEAP)

GOAL Provides block grants to states to help low-income households pay for residential heating or cooling costs, purchase/install low-cost weatherization materials and assist households facing energy-related emergencies. States set income eligibility standards, but they cannot be above 150 percent of the poverty line or below 110 percent of the poverty line. States can make households receiving AFDC, SSI, Food Stamps, Veterans' Pensions, or Compensation benefits categorically eligible.

WEATHERIZATION ASSISTANCE

GOAL Provides funds for weatherization assistance to persons with incomes below 125 percent of poverty line and families receiving AFDC, SSI, or State assistance.

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