

103^D CONGRESS
1ST SESSION

S. 111

To amend title IV of the Social Security Act to direct the Secretary of Health and Human Services to develop and implement an information gathering system to permit the measurement, analysis, and reporting of welfare dependency.

IN THE SENATE OF THE UNITED STATES

JANUARY 21 (legislative day, JANUARY 5), 1993

Mr. MOYNIHAN introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To amend title IV of the Social Security Act to direct the Secretary of Health and Human Services to develop and implement an information gathering system to permit the measurement, analysis, and reporting of welfare dependency.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Welfare Dependency
5 Act of 1993”.

6 **SEC. 2. FINDINGS AND POLICY.**

7 (a) FINDINGS.—The Congress finds:

1 (1) In the period since 1960 the average annual
2 caseload of the aid to families with dependent chil-
3 dren program (hereafter referred to in this section
4 as “AFDC”) under title IV of the Social Security
5 Act has quintupled.

6 (2) In 1990 there were on average almost twice
7 as many households receiving AFDC payments as
8 the number of households and individuals receiving
9 unemployment compensation benefits.

10 (3) Nearly one-quarter of children born in the
11 period 1967 through 1969 were on welfare (AFDC)
12 before reaching age 18. For minority children this
13 ratio approached three-quarters.

14 (4) At any given time one-quarter of school
15 children are from single parent families, or house-
16 holds with neither parent. The National Assessment
17 of Educational Progress has documented the edu-
18 cational losses associated with single parent or no
19 parent households.

20 (5) Only one-quarter of father-absent families
21 receive full child support and over one-half receive
22 none.

23 (6) The average AFDC benefit has declined by
24 more than one-third since 1960.

1 (7) The burden of welfare dependency is an
2 issue of necessary concern to women, who in over-
3 whelming proportion are the heads of single parent
4 families.

5 (8) The rate of welfare dependency may be ris-
6 ing. However, the statistical basis on which to assess
7 this national issue is wholly inadequate, much as the
8 statistical basis for addressing issues of unemploy-
9 ment was inadequate prior to the Employment Act
10 of 1946, which required the creation of the annual
11 economic report of the President and the develop-
12 ment of unemployment rates.

13 (b) CONGRESSIONAL POLICY.—The Congress hereby
14 declares that—

15 (1) it is the policy and responsibility of the
16 Federal Government to reduce welfare dependency
17 to the lowest possible level, and to assist families to-
18 ward self-sufficiency, consistent with other essential
19 national goals;

20 (2) it is the policy of the United States to
21 strengthen families, to ensure that children grow up
22 in families that are economically self-sufficient and
23 to underscore the responsibility of parents to sup-
24 port their children;

1 indicators, rates, and predictors of welfare depend-
2 ency.

3 “(2) DEVELOPMENT.—The Secretary shall—

4 “(A) develop—

5 “(i) indicators and rates related to the
6 level of welfare dependency in the United
7 States; and

8 “(ii) predictors that are correlated
9 with welfare dependency;

10 “(B) assess the data needed to report an-
11 nually on the indicators, rates, and predictors,
12 including the ability of existing data collection
13 efforts to provide such data and any additional
14 data collection needs; and

15 “(C) not later than 2 years after the date
16 of the enactment of this section, provide an in-
17 terim report containing conclusions resulting
18 from the development and assessment described
19 in subparagraphs (A) and (B), to—

20 “(i) the Committee on Ways and
21 Means of the House of Representatives;

22 “(ii) the Committee on Education and
23 Labor of the House of Representatives;

24 “(iii) the Committee on Agriculture of
25 the House of Representatives;

1 “(iv) the Committee on Energy and
2 Commerce of the House of Representa-
3 tives;

4 “(v) the Committee on Finance of the
5 Senate;

6 “(vi) the Committee on Labor and
7 Human Resources of the Senate; and

8 “(vii) the Committee on Agriculture,
9 Nutrition, and Forestry of the Senate.

10 “(3) CONSIDERATIONS.—In developing the indi-
11 cators, rates, and predictors, the Secretary shall con-
12 sider the complexity of patterns of welfare depend-
13 ency and self-sufficiency attainment, and the exter-
14 nal factors, including the economy, that affect wel-
15 fare dependency.

16 “(b) ADVISORY BOARD ON WELFARE DEPEND-
17 ENCY.—

18 “(1) ESTABLISHMENT.—There is established an
19 Advisory Board on Welfare Dependency (hereafter
20 referred to in this section as the “Board”).

21 “(2) COMPOSITION.—The Board shall be com-
22 posed of 12 members with equal numbers to be ap-
23 pointed by the House of Representatives, the Senate,
24 and the President. The Board shall be composed of
25 experts in the fields of welfare research and statis-

1 tical methodology, representatives of State and local
2 welfare agencies, and organizations concerned with
3 welfare issues.

4 “(3) VACANCIES.—Any vacancy occurring in
5 the membership of the Board shall be filled in the
6 same manner as the original appointment for the po-
7 sition being vacated. The vacancy shall not affect
8 the power of the remaining members to execute the
9 duties of the Board.

10 “(4) DUTIES.—Duties of the Board shall in-
11 clude—

12 “(A) providing advice and recommenda-
13 tions to the Secretary on the development of in-
14 dicators, rates, and predictors of welfare de-
15 pendency, and the identification of data collec-
16 tion needs and existing data collection efforts,
17 described in subsection (a)(2)(B); and

18 “(B) providing advice on the development
19 and presentation of the annual report on wel-
20 fare dependency indicators, rates, and predic-
21 tors required under subsection (c).

22 “(5) TRAVEL EXPENSES.—Members of the
23 Board shall not be compensated, but shall receive
24 travel expenses, including per diem in lieu of subsist-
25 ence, at rates authorized for employees of agencies

1 under subchapter I of chapter 57 of title 5, United
2 States Code, for each day the member is engaged in
3 the performance of duties away from the home or
4 regular place of business of the member.

5 “(6) DETAIL OF FEDERAL EMPLOYEES.—The
6 Secretary shall detail, without reimbursement, any
7 of the personnel of the Department of Health and
8 Human Services to the Board to assist the Board in
9 carrying out its duties. Any detail shall not interrupt
10 or otherwise affect the civil service status or privi-
11 leges of the Federal employee.

12 “(7) VOLUNTARY SERVICE.—Notwithstanding
13 section 1342 of title 31, United States Code, the
14 Board may accept the voluntary services provided by
15 a member of the Board.

16 “(8) TERMINATION OF BOARD.—The Board
17 shall be terminated at such time as the Secretary
18 determines the duties described in paragraph (4)
19 have been completed, but in any case prior to the
20 submission of the first report required under sub-
21 section (c).

22 “(c) ANNUAL WELFARE DEPENDENCY REPORT.—

23 “(1) PREPARATION.—The Secretary shall pre-
24 pare an annual report on welfare dependency in the
25 United States. The report shall attempt to identify

1 indicators, rates, and predictors of welfare depend-
2 ency and trends in dependency, and provide informa-
3 tion and analysis on the causes of dependency.

4 “(2) COVERAGE.—The report shall include
5 analysis of families and individuals receiving assist-
6 ance under means-tested benefit programs, including
7 the program of aid to families with dependent chil-
8 dren under this part, the food stamp program under
9 the Food Stamp Act of 1977, and the Supplemental
10 Security Income program under title XVI, or as gen-
11 eral assistance under programs administered by
12 State and local governments.

13 “(3) CONTENTS.—Each report shall set forth—

14 “(A) for each of the means-tested benefit
15 programs described in paragraph (2)—

16 “(i) current trends in the number and
17 rates of recipients and the characteristics,
18 including age, sex, marital status, presence
19 of children, labor force participation, and
20 disability, of the recipients; and

21 “(ii) total expenditures;

22 “(B) the proportion of the total population
23 receiving each of the programs and patterns of
24 multiple program participation and reciprocity
25 duration;

1 “(C)(i) characteristics of each such pro-
2 gram, including total expenditures broken down
3 by Federal and State shares, gross income
4 limit, need standards, and maximum potential
5 benefit by State; and

6 “(ii) a description of the interactions
7 among the programs;

8 “(D) in the case of the second, or a subse-
9 quent, report, changes in the information de-
10 scribed in subparagraphs (A) through (C) from
11 the previous year, and trends in program par-
12 ticipation;

13 “(E) annual numerical goals for recipients,
14 and expenditures, within each program and
15 within significant subgroups within the popu-
16 lation, for the calendar year in which the report
17 is transmitted and for each of the following 4
18 calendar years, which goals shall, consistent
19 with other essential national goals, reflect the
20 objectives of—

21 “(i) reducing welfare dependency to
22 the lowest possible level; and

23 “(ii) increasing family self-sufficiency
24 at or above the Federal poverty level to the
25 greatest extent possible;

1 “(F)(i) the programs and policies as the
2 Secretary, in consultation with the Board, de-
3 termines are necessary to meet the goals for
4 each of the 5 years; and

5 “(ii) such recommendations for legislation,
6 which shall not include proposals to reduce eli-
7 gibility levels or impose barriers to program ac-
8 cess, as the Secretary may determine to be nec-
9 essary or desirable to reduce welfare depend-
10 ency; and

11 “(G) interim goals for reducing the propor-
12 tion of children, and families with children, who
13 are recipients of aid to families with dependent
14 children to 10 percent of families with children,
15 adjusted for economic conditions.

16 “(4) SUBMISSION.—The Secretary shall submit
17 such a report not later than 3 years after the date
18 of the enactment of this section, and annually there-
19 after, to the committees specified in subsection
20 (a)(2)(C). The report shall be transmitted during
21 the first 60 days of each regular session of Con-
22 gress.”.

23 (b) EFFECTIVE DATE.—The amendment made by
24 subsection (a) shall be effective on the date of the enact-
25 ment of this Act.

