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Health, Education and Human Services Division

B-261410

June 28, 1995

The Honorable William V. Roth, Jr.
Chairman, Committee on Governmental Affairs
United States Senate

Dear Mr. Chairman:

This letter responds to your April 13, 1995 request that we elaborate on and clarify information presented in our testimony before the Senate Committee on Governmental Affairs on January 25, 1995.¹ The testimony provided information on the incomes and relative poverty status of families receiving Aid to Families With Dependent Children (AFDC) and a comparison of these families' incomes with those of working poor families not receiving AFDC.

On the basis of subsequent discussions with your staff, this letter provides information on (1) the programs that constitute the nation's welfare system; (2) AFDC families' participation in multiple welfare programs; (3) the maximum potential benefit package from AFDC, food stamps, housing assistance, and Medicaid; and (4) the reasons why our estimate of AFDC families' median income was lower than the average benefit levels cited by administration officials for AFDC, food stamps, and housing. This letter also summarizes the results of our analysis of low-income families' relative poverty status.

BACKGROUND

Analyses of families' benefit receipt--especially when families receive multiple benefits--can be done in several ways. In our January 25 testimony, we provided one such analysis of low-income families' benefit receipt and incomes, which was based on data from a national household survey, the Census Bureau's March 1994 Current Population Survey (CPS). The CPS gathers data on families' incomes

¹Low-Income Families: Comparison of Incomes of AFDC Families and Working Poor Families (GAO/T-HEHS-95-63, Jan. 25, 1995).

and benefit receipt. We analyzed three-person, female-headed AFDC families' receipt of five benefits--AFDC, food stamps, housing assistance, Medicaid, and school lunches.² We compared these families' median monthly income with the incomes of working poor families not receiving AFDC.

We relied on the CPS database for our analysis because it is the only national database available that provides cash equivalents for the benefit package you asked us to examine, according to Census Bureau officials. Moreover, using household survey data for our analysis enabled us to use a consistent methodology in comparing AFDC and low-income families' incomes and is similar to the methodology we used in our 1987 report on AFDC families' incomes and relative poverty status, prepared at your request.³

In subsequent testimony before the House Committee on Agriculture, Subcommittee on Department Operations, Nutrition, and Foreign Agriculture, we provided an overview of the nearly 80 programs that constitute the welfare system. We are providing you a copy of this testimony today (Means-Tested Programs: An Overview, Problems, and Issues (GAO/T-HEHS-95-76, Feb. 7, 1995)). We recently issued a report that expanded on issues presented in that testimony and updated program expenditure data to fiscal year 1993.⁴ (See enclosure I for a complete list of the 80 programs and their expenditures for fiscal year 1993.)

In our February 7 testimony, we also identified welfare programs for which AFDC families may be eligible. However, we did not specify the extent to which AFDC families actually participate in each of these programs or the dollar value of the benefits derived from participating in all possible programs because the data were not available to enable us to do so.

²The CPS provides information not only on families' earned incomes and cash assistance but also has cash equivalents for Medicaid, food stamps, housing assistance, and school lunches. The Census Bureau calculates cash equivalents for both public housing and Section 8 rental assistance.

³Welfare: Income and Relative Poverty Status of AFDC Families (GAO/HRD-88-9, Nov. 4, 1987).

⁴Welfare Programs: Opportunities to Consolidate and Increase Program Efficiencies (GAO/HEHS-95-139, May 31, 1995).

OVERVIEW OF FEDERAL MEANS-TESTED PROGRAMS

Since the passage of the Social Security Act in 1935, nearly 80 programs have been enacted to help meet the needs of low-income individuals and families. Taken together, these programs constitute the nation's welfare system of means-tested programs.⁵ Authorized by different congressional committees at different junctures, these programs were created to help meet the specific needs of various groups of low-income people. The numbers of programs in this system, and the costs involved, have raised concerns, however, that the system is too costly and complex and should be overhauled. In fiscal year 1993 alone, the federal government spent about \$223 billion to assist low-income Americans of all ages. These expenditures accounted for approximately 16 percent of the fiscal year 1993 federal budget.

Many of these programs are also partially funded by the states; when state dollars are included, the total amount of spending in fiscal year 1993 reached \$311 billion for these programs. Federal spending for these programs grew from \$80 billion in fiscal year 1980; in inflation-adjusted dollars, this represents a 58-percent increase. Table 1 highlights the federal spending levels in some of the largest programs in each six areas of need: (1) cash assistance; (2) medical benefits; (3) food and nutrition; (4) housing; (5) education and training; and (6) other services, such as child care.

⁵Means-tested programs are restricted to individuals or families whose income falls below defined levels and who meet certain other eligibility criteria established for each program. To qualify for assistance, applicants generally must show proof of income and other documentation, which administering agencies must then verify.

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Table 1: Selected Means-Tested Programs, by Type of Assistance

Dollars in billions

Type of assistance/program	Fiscal year 1993 estimated expenditures
Income support	
Aid to Families With Dependent Children	\$13.8
Supplemental Security Income	21.8
Earned Income Credit	10.9
Medical care	
Medicaid	75.0
Medical Care for Certain Veterans	8.3
Food and nutrition	
Food Stamps	23.7
School Lunch	3.8
Special Supplemental Food Program for Women, Infants and Children	2.9
School Breakfast	0.9
Housing	
Section 8 Housing Assistance	11.2
Low-Rent Public Housing	6.2
Education and training	
Stafford Loans and Pell Grants	11.6
Job Training Partnership Act	3.5
Head Start	2.8
Job Opportunities and Basic Skills Training Program	0.7
Other services	
Social Services Block Grant	2.8
Child Care and Development Block Grant	0.9
Child Care--AFDC, Transitional, and At-Risk	0.8
Community Services Block Grant	0.4

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Source: Congressional Research Service; the Joint Tax Committee; and the Departments of Health and Human Services, Education, Agriculture (USDA), and Housing and Urban Development (HUD).

Although the nation's welfare system consists of about 80 means-tested programs, a handful of programs accounts for most of the federal spending on them and has driven much of the spending growth. The five largest programs--Medicaid, Food Stamps, AFDC, Supplemental Security Income (SSI), and Section 8 Housing Assistance--accounted for 65 percent of federal spending for means-tested programs in fiscal year 1993, about \$145 billion. Federal spending on these programs has more than doubled since 1980 in inflation-adjusted dollars.

Four of these programs--Medicaid, Food Stamps, SSI, and AFDC--are entitlement programs. Entitlement programs guarantee assistance to individuals or families as long as they meet the income and eligibility tests. The Section 8 Housing Assistance program, as well as many other means-tested programs, is a nonentitlement program and, as such, does not guarantee assistance to all who qualify but provides qualified applicants support until funds are depleted.

MANY AFDC FAMILIES RECEIVE ASSISTANCE FROM MULTIPLE PROGRAMS

Low-income families are likely to be eligible for and participate in several means-tested programs, depending on the programs' specific eligibility criteria and availability. Families receiving AFDC, for example, are automatically eligible for Medicaid; most also qualify for food stamps. Because both are entitlement programs, every AFDC family that qualifies and applies will receive benefits. In contrast, housing assistance is not an entitlement program, and its availability is limited.⁶

In addition to these four major assistance programs, an AFDC family may be eligible for several other programs and services. A mother receiving AFDC, for example, may volunteer, or in some instances be required, to attend

⁶As we noted in our January 25 testimony, all AFDC families participate in Medicaid, while only about 37 percent of AFDC families reported receiving housing assistance in 1993.

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school or training, paid for through a federal training program. She may also receive child care assistance so that she can attend training, school, or work. Further, the family could receive other benefits, such as school breakfasts and lunches, cash assistance to pay energy bills, and additional food assistance for pregnant mothers under the Special Supplemental Food Program for Women, Infants and Children. An AFDC family could potentially be eligible for a wide range of means-tested programs, as shown in table 2.

Many means-tested programs require that low-income families meet specific eligibility criteria in addition to income to qualify. Several means-tested education and training programs, for example, are designed exclusively for migrant workers; several types of housing assistance are directed at rural households. Thus, while AFDC families could be eligible for such assistance, many would not qualify on the basis of these additional requirements. Comprehensive data are not available on the extent to which AFDC families are eligible for means-tested programs with additional eligibility criteria or the extent to which they receive benefits from each of the programs for which they are eligible. Without such data, we cannot place a dollar value on the full array of benefits that AFDC families may be receiving.

ALTERNATIVE ANALYSIS OF LOW-INCOME FAMILIES' INCOMES

The analysis of low-income families' incomes that we presented in our January 25 testimony focused on the most significant of the means-tested programs available to AFDC families--AFDC, food stamps, housing assistance, and Medicaid.⁷ We focused on these benefits, as well as school lunches, because of their significance and because cash equivalents were readily available through the CPS.

In our analysis of AFDC families' incomes, we included all female-headed, three-person AFDC families. As a result, our analysis of AFDC families' median incomes included families who did not receive all five types of benefits, as well as those who did. To estimate the maximum benefits families may receive, we reanalyzed the CPS data, this time including only AFDC families who received all five types of benefits. Nearly one-fourth of AFDC families reported receiving such benefits.

In addition, on the basis of technical clarifications from Census Bureau officials on the methodologies they used to develop cash equivalents, we adjusted upward our cash equivalent calculations for housing assistance and Medicaid. Attaching a dollar value to Medicaid benefits is especially complex and controversial. For that reason, we used two different valuation approaches for Medicaid--

⁷We did not include SSI in our analysis because AFDC recipients are not eligible for SSI.

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fungible⁸ and market value.⁹ The Census Bureau has adopted the fungible value approach.

To measure the dollar value of this benefit package, we estimated the median monthly income of the AFDC families who received such benefits. The median monthly income for these families was \$903 when Medicaid was valued using the fungible valuation approach; the median monthly income increased to \$1,090 when Medicaid benefits were valued at market. As stated earlier, the estimates presented in our testimony--\$633 (fungible) and \$767 (market)--represent the median incomes of all families receiving AFDC, whereas our revised estimates include only those families who received all five types of benefits. All income amounts represent medians; individual families may have benefits valued considerably higher, or lower, than the median. For example, about 5 percent of the AFDC families who received all five types of benefits had monthly incomes totaling at least \$1,524.

We also calculated the median dollar value for each individual benefit to compare our estimates with the average benefit amounts cited in your letter. Table 1 shows a breakdown of the median incomes from each of the five benefits.

⁸The fungible value approach counts Medicaid benefits as income only to the extent that they free up resources that could have been spent on medical care. For example, if family income is not sufficient for the family's basic food and housing requirements, the fungible value methodology treats Medicaid as having no income value.

⁹The market value is calculated by dividing actual expenditures by the number of people enrolled in a given risk class.

Table 1: AFDC Families' Median Monthly Income, by Type of Assistance

Type of assistance/ program	Median monthly income
AFDC	\$283
Food stamps	175
Housing	213
School lunch	52
Medicaid (market value)	\$329

Source: March CPS, 1994.

COMPARISON OF MEDIAN INCOMES AND
AVERAGE BENEFIT LEVELS

The median incomes in table 1 are lower than the benefit amounts that administration representatives cited for AFDC, food stamps, and housing assistance. As cited in your correspondence, these benefit levels were as follows: \$370 per month for AFDC, \$300 per month for food stamps, and \$500 per month for housing assistance for a family of three. We have identified several factors to help explain why the incomes estimated using the CPS were lower than those obtained using administrative program data, as noted below.

One factor is that the benefit level cited for the Food Stamp Program--\$300--approximates the maximum monthly potential benefit available to a three-person family as of January 1994, assuming the family has no countable income.¹⁰ AFDC benefits are counted as income, however, to determine food stamp benefit levels. Under Food Stamp Program rules, a family's food stamp benefit is reduced by \$.30 for each dollar of countable cash income; certain amounts are

¹⁰The maximum food stamp benefit for a three-person household as of September 1994 was \$295 in the 48 contiguous states and the District of Columbia; food stamp maximum benefits are higher in Alaska and Hawaii.

excluded from consideration as cash income.¹¹ A family receiving assistance from both AFDC and the Food Stamp Program may thus not be eligible for the maximum food stamp benefit. AFDC households that also received food stamps had monthly food stamp benefits averaging \$232 in 1993, according to recently published USDA data.¹²

Other factors that contributed to our per program estimates being lower than those cited by administration officials are associated with the data source we used. The CPS is an annual household survey; as a result, households that reported receiving AFDC or other benefits at some time the previous year may not have been receiving such assistance the whole year. For example, about 30 percent of the AFDC families included in our revised analysis did not receive AFDC benefits the whole year; about 20 percent of AFDC families received food stamps for less than the whole year. As a result, these households' benefits, as recorded on the CPS, are lower than they would have been had the households received benefits the whole year. In addition, the CPS generally relies on self-reported data from households; research indicates that survey respondents generally underreport incomes and benefit receipt.

Moreover, the housing assistance amounts in the CPS for families residing in public housing or receiving section 8 rental assistance are not amounts that survey respondents reported. Rather, Census imputed these amounts to

¹¹For AFDC households, food stamp benefits are calculated by deducting from the family's AFDC benefit the maximum deductions allowed under the Food Stamp Program for a nonaged, nondisabled family: a total of \$338. This consists of a standard deduction of \$131, given in all households, plus a deduction of \$207 for excess shelter costs.

¹²According to Food Stamp Program administrative data, AFDC households receiving food stamps averaged 3.3 household members. In comparison, three-person food stamp households received food stamp benefits averaging \$215 per month. (See Characteristics of Food Stamp Households, Summer of 1993, U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation (Washington, D.C.: May 1995.)

individual families in the survey.¹³ In the CPS data we used for our analysis, the highest possible monthly housing assistance was \$336. Thus, the housing benefit amounts in the CPS do not reflect housing subsidies actually paid by HUD or the costs of public housing.

LOW-INCOME FAMILIES'
RELATIVE POVERTY STATUS

Using our revised analysis of AFDC families' incomes, we compared AFDC families' relative poverty status with that of working poor families not receiving AFDC.¹⁴ We found that the median monthly income for AFDC families receiving all five types of benefits was below the poverty threshold of \$1,027 for a family of three when Medicaid was valued using the fungible approach (\$903). When valued at market, Medicaid benefits increased these families' median incomes to a level slightly above the poverty threshold (\$1,090).

In comparison, working poor non-AFDC families had a median monthly income of \$905 (fungible) or \$936 (market).¹⁵ Thus, when comparing AFDC and working poor families' incomes, the method used to value Medicaid determines both whether AFDC families' median income is above or below the poverty threshold, as well as whether it is higher than or comparable with that of working poor families.

Thus, working poor families had median monthly incomes comparable with--or lower than--AFDC families, depending on

¹³The characteristics that determine the housing assistance income amount are region of the country, annual family income, and the number of bedrooms in the dwelling. Under Census' imputation scheme, there are four regions of the country, three income ranges, and three bedroom number categories.

¹⁴For our analysis, we defined working poor as non-AFDC female-headed families of three, in which the family head worked full time for a whole year and earned up to 1-1/4 times the minimum wage or \$921 per month.

¹⁵Working poor non-AFDC families may be eligible for and receive other types of assistance, including food stamps, housing assistance, and Medicaid. The median incomes we cite here are somewhat higher than those we reported in our testimony--\$819 (fungible) and \$926 (market)--due to the adjustments we made in our cash equivalent calculations for housing assistance and Medicaid.

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the method used to value Medicaid benefits. Moreover, as we noted in our testimony, working poor families may incur significant work-related costs, such as paid child care. Working poor families with child care costs spent on average \$260 a month, according to a Census Bureau survey. Deducting such costs from working poor families' median monthly income would increase the number of such families that are financially worse off than some AFDC families.

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If you or your staff have any questions concerning this letter, please contact me at (202) 512-7215.

Sincerely yours,



Jane L. Ross
Director, Income Security Issues

Enclosure - 1

ESTIMATED EXPENDITURES FOR MEANS-TESTED ASSISTANCE PROGRAMS
(Fiscal Year 1993)

Table I.1: Summary of Welfare Programs (Fiscal Year 1993)

Benefit category	Estimated expenditures (in millions)		
	Federal	State	Total
Income support	\$53,325	\$20,356	\$73,681
Medical care	86,293	61,493	147,786
Food and nutrition	33,185	1,544	34,729
Housing	22,757	64	22,821
Education	16,690	632	17,322
Training	4,733	562	5,295
Services	5,536	3,866	9,402
Total	\$222,519	\$88,517	\$311,036

Table I.2: Income Support Programs (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Average monthly recipients (in thousands)
	Federal	State	Total	
Aid to Families With Dependent Children ^a	\$13,757	\$11,302	\$25,059	14,144 ^b
Supplemental Security Income ^a	21,801	3,908	25,709	6,021 ^c
Earned Income Credit ^{a, d}	10,883	*	10,883	14,004
Pensions for Needy Veterans, Their Dependents, and Survivors ^a	3,477	0	3,477	896
Foster Care ^a	2,524	1,171	3,695	233
General Assistance (nonmedical care component) ^a	0	3,350	3,350	1,168
Adoption Assistance ^f	272	231	503	78
Assistance to Refugees and Cuban/Haitian Entrants (cash components) ^f	74	0	74	26
Emergency Assistance ^a	394	394	788	165 ^f
Dependency and Indemnity Compensation and death compensation for parents of veterans ^a	60	0	60	30
General Assistance to Indians ^a	83	0	83	56
Total	\$53,325	\$20,356	\$73,681	*

^aCongressional Research Service.

^bChildren and/or parents.

^cAnnual number.

^dData are from the Joint Tax Committee and refer to the calendar year in which the credit was received. Benefits exclude tax expenditures (reductions in taxes owed), which totalled \$2.3 billion in 1993.

^eNot available.

^fDepartment of Health and Human Services.

^gFamilies or households.

^hBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.3: Medical Care Programs (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Average monthly recipients (in thousands)
	Federal	State	Total	
Medicaid ^a	\$74,953	\$55,886	\$130,839	33,432 ^b
Medical Care for Veterans Without Service- Connected Disability ^c	8,349	0	8,349	601 ^d
General Assistance (medical care component) ^e	0	5,189	5,189	°
Indian Health Services ^c	1,525	0	1,525	1,300 ^b
Maternal and Child Health Services Block Grant ^c	558	418	976	11,600
Community Health Centers ^c	559	°	559	6,200 ^b
Title X Family Planning Services ^c	173	0	173	4,000 ^b
Migrant Health Centers ^c	57	°	57	550 ^b
Medical Assistance to Refugees and Cuban/Haitian Entrants ^a	119	0	119	37
Total	\$86,293	\$61,493	\$147,786	^f

^aDepartment of Health and Human Services.

^bAnnual number.

^cCongressional Research Service.

^dAnnual number of episodes.

^eNot available.

^fBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.4: Food and Nutrition Programs (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Average monthly recipients (in thousands)
	Federal	State	Total	
Food Stamps ^a	\$23,698	\$1,544	\$25,242	26,983
School Lunch Program (free and reduced-price segments) ^a	3,791	^b	3,791	4,800
Special Supplemental Food Program for Women, Infants, and Children ^a	2,928	^b	2,928	5,921
School Breakfast Program (free and reduced price segments) ^a	877	^b	877	4,844
Child and Adult Care Food Program ^a	697	^b	697	2,119
Nutrition Program for the Elderly (no income test, but preferences for those with greatest economic or social needs) ^c	607	^b	607	3,200 ^d
The Emergency Food Assistance Program ^a	207	^b	207	7,759 ^e
Summer Food Service Program for Children ^a	228	^b	228	2,057
Commodity Supplemental Food Program ^a	82	^b	82	371
Food Distribution Program on Indian Reservations ^a	68	^b	68	116
Special Milk Program (free segment) ^a	2	^b	2	61
Total	\$33,185	\$1,544	\$34,729	^f

^aDepartment of Agriculture.

^bNot available.

^cCongressional Research Service.

^dAnnual number.

^eFamilies or households.

^fBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.5: Housing Programs

Program	Estimated expenditures (in millions)			Families or units during the year (in thousands)
	Federal	State	Total	
Section 8 Low-Income Housing Assistance ^a	\$11,158	\$0	\$11,158	2,812 ^b
Low-Rent Public Housing ^a	6,180	0	6,180	1,408 ^b
Low-Income Home Energy Assistance ^c	1,346	64	1,410	5,600
Rural Housing Loans ^d	1,831	0	1,831	31
Section 236 Interest Reduction Payments ^a	635	0	635	510 ^b
Rural Rental Housing Loans ^d	574	0	574	15
Rural Rental Assistance ^d	404	0	404	34 ^b
Weatherization Assistance ^c	186	0	186	107
Section 101 Rent Supplements ^a	55	0	55	19 ^b
Section 235 Homeownership Assistance ^a	62	0	62	95 ^b
Farm Labor Housing Loans and Grants ^d	32	0	32	1
Rural Housing Repair Loans and Grants ^d	26	0	26	6 ^e
Rural Housing Preservation Grants ^d	23	0	23	6
Indian Housing Improvement Grants ^c	20	0	20	1 ^b
Rural Self-Help Technical Assistance Grants and Site Loans ^d	19	0	19	^f
Home Investment Partnerships ^a	206	^f	206	^f
Total	\$22,757	\$64	\$22,821	^g

^aDepartment of Housing and Urban Development.

^bUnits.

^cCongressional Research Service.

^dDepartment of Agriculture.

^eLoans or grants.

^fNot available.

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⁵Because of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.6: Education Programs (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Annual Number of recipients (in thousands)
	Federal	State	Total	
Stafford Loans ^a	\$5,825	\$0	\$5,825	5,300
Pell Grants ^a	5,788	\$0	5,788	3,808
Head Start ^b	2,800	560	3,360	714
College Work-Study Program ^a	617	0	617	713
Supplemental Educational Opportunity Grants ^a	583	0	583	991
Federal TRIO Programs ^b	385	0	385	648
Chapter 1 Migrant Education Program ^b	303	0	303	402
Perkins Loans ^a	181	0	181	697
State Student Incentive Grant Programs ^a	72	72	144	241
Fellowships for Graduate and Professional Study ^b	63	0	63	6
Health Professions Student Loans and Scholarships ^a	49	0	49	36
Follow Through ^b	9	0	9	°
Migrant High School Equivalency Program ^b	8	0	8	3
Ellender Fellowships ^b	4	0	4	6
College Assistance Migrant Program ^b	2	0	2	0
Child Development Associate Scholarships ^b	1	0	1	r
Total	\$16,690	\$632	\$17,322	e

^aDepartment of Education.

^bCongressional Research Service.

^cNot available.

ENCLOSURE I

ENCLOSURE I

^dBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.7: Training Programs (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Average monthly recipients (in thousands)
	Federal	State	Total	
JTPA (Training Services for Disadvantaged Adults) ^a	\$1,015	\$0	\$1,015	358
JTPA (Training Services for Disadvantaged Youth) ^a	677	0	677	281
JTPA (Summer Youth Employment and Training Program) ^a	849	0	849	569
JTPA (Job Corps) ^a	966	0	966	102
Job Opportunities and Basic Skills Training Program ^a	735	471	1,206	542
Senior Community Service Employment Program ^a	396	44	440	65
Foster Grandparents ^a	65	30	95	22
Senior Companions ^a	30	17	47	13
Total	\$4,733	\$562	\$5,295	^b

^aCongressional Research Service.

^bBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.

Table I.8: Services (Fiscal Year 1993)

Program	Estimated expenditures (in millions)			Annual number of recipients (in thousands)
	Federal	State	Total	
Social Services Block Grant (Title XX) ^a	\$2,800	\$3,332	\$6,132	^b
Child Care and Development Block Grant ^a	893	^b	893	^b
AFDC and Transitional Child Care ^a	583	420	1003	474 ^c
"At Risk" Child Care ^a	264	114	378	219 ^c
Community Services Block Grant ^a	441	0	441	^b
Legal Services ^a	357	0	357	^b
Emergency Food and Shelter program ^a	129	0	129	^b
Social Services for Refugees and Cuban/Haitian Entrants ^d	69	0	69	114
Total	\$5,536	\$3,866	\$9,402	^e

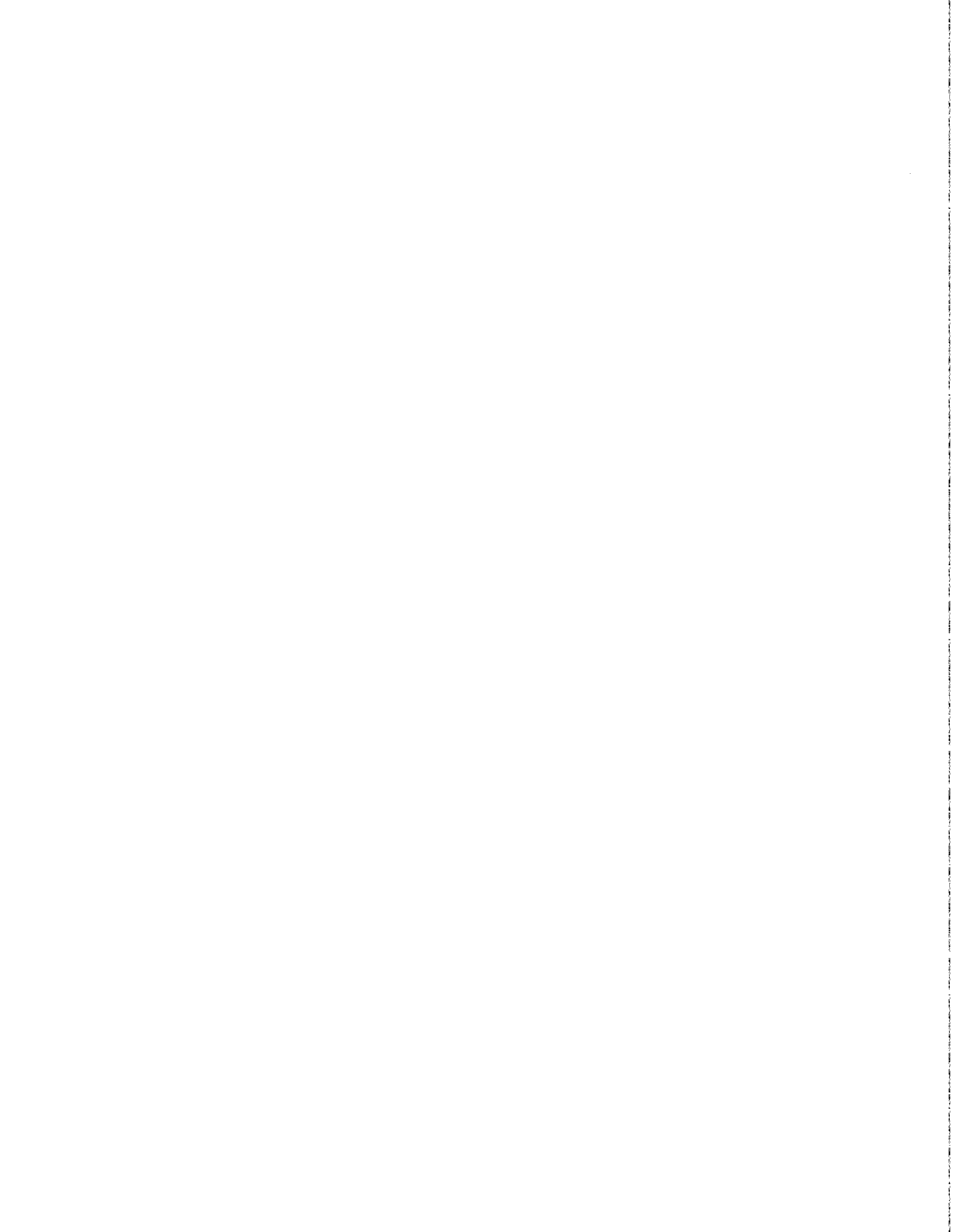
^aCongressional Research Service.

^bNot available.

^cChildren and/or parents.

^dDepartment of Health and Human Services.

^eBecause of overlap, and in some cases because of mixture of monthly and annual numbers and mixture of dwelling units, loans, grants, children, families, and households, recipient totals are not shown.



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